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ABSTRACT

The University Council for Educational Administration's internal evaluation of its National Level Internship Program was designed to perform two functions. First, it was intended to help the program improve itself as it went along. This involved use of intervention methods stressing the potential for the evaluation process itself to influence what the evaluation measures. Second, the evaluation provided a retrospective description of the program and its changes. Information was gathered from the interns, from their home universities, from the national level agencies in which they worked, and from their employers after the conclusion of their internships. Several different questionnaires were used, as well as personal and telephone interviews. The program itself is designed to give doctoral level students in general or special educational administration experience in leadership at the national agency level in the complementary area (that is, general education students received experience in special education, and vice versa). The evaluation reveals the internship program as a positive experience marred by incomplete planning and faulty communications. The program's intent to increase understanding between general and special education professionals seems to have been met, judging from the attitudes and actions of ex-interns. (Author/PGD)

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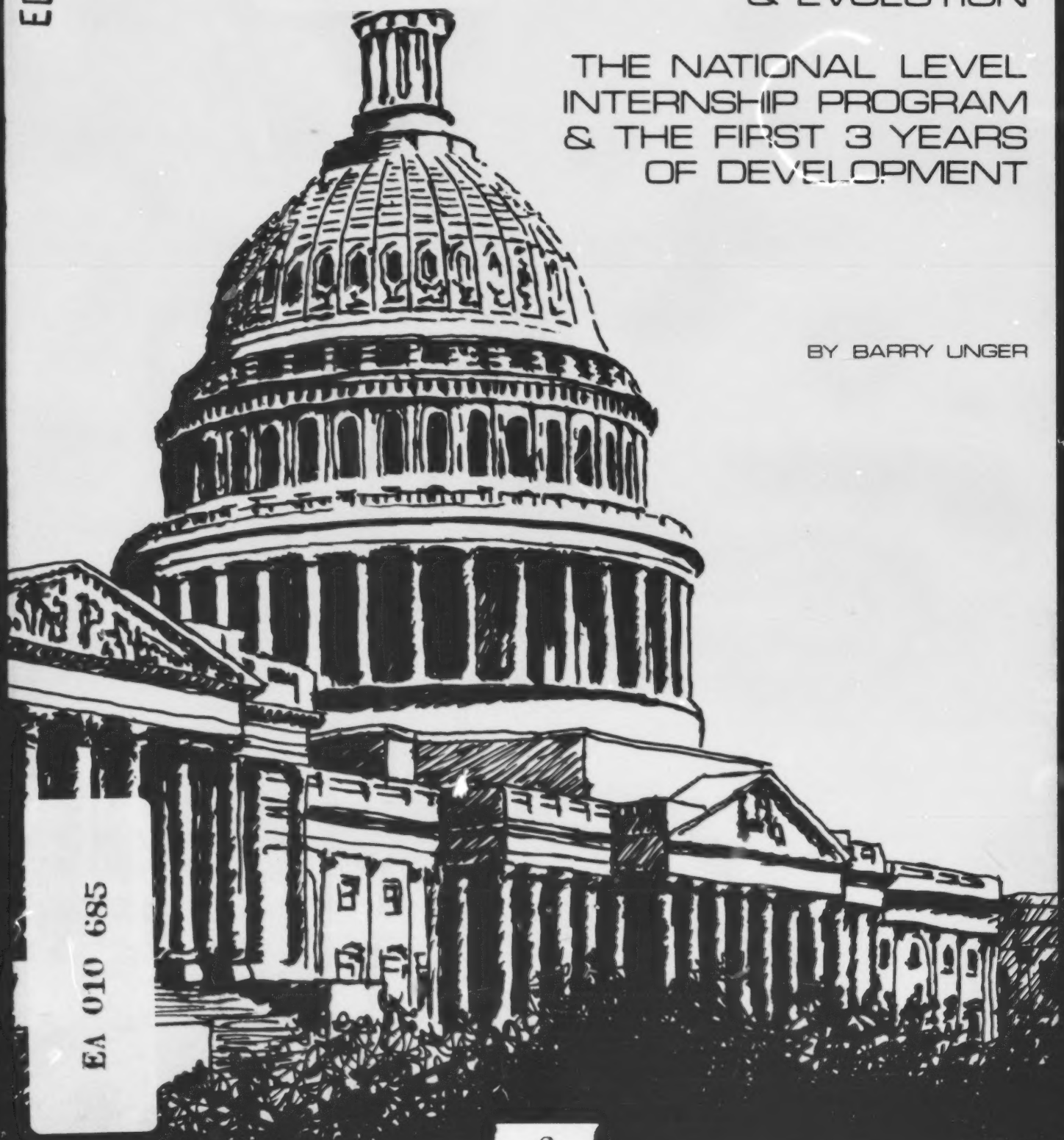
EVALUATION & EVOLUTION

THE NATIONAL LEVEL INTERNSHIP PROGRAM & THE FIRST 3 YEARS OF DEVELOPMENT

BY BARRY UNGER



EA 010 685

NATIONAL LEVEL INTERNSHIP PROGRAM

Part 1: Program Description

Richard S. Podemski
University of Arkansas

Part 2: Evaluation and Evolution: The National Level Internship Program and the First Three Years of Development

Barry Unger
Harvard University

June, 1977

VOLUME II

EVALUATION AND EVOLUTION: THE NATIONAL LEVEL INTERNSHIP PROGRAM AND THE FIRST THREE YEARS OF DEVELOPMENT

Barry Unger

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Foreword

Barry Unger has undertaken a seminal piece of work. When the program was first conceptualized in 1972, I was a professor and Barry was a graduate student at Harvard University. We both foresaw a need to combine what we knew about intervention with our understanding of evaluation. It was our premise that the contamination effects of evaluator-evaluatee participation in the research were not as critical as the need to help the client system constantly improve itself. Thus, the evaluators also became interventionists, and the evaluation data were examined, monitored, internally validated, used to confront issues and eventually "owned" by those being researched. The whole procedure was new and messy, but it seemed important.

I left the project in its early stages to accept another position on the West Coast and Barry continued as Director of Evaluation. He has taken this initial idea, worked with it, elaborated upon it, and, finally, articulated it into a theory. This is his contribution and, as such, he makes an important and necessary link between the fields of evaluation and organization and development. I predict that "intervention-evaluation" will be with us for some years to come.

C. Brooklyn Derr

Associate Professor of
Organizational Behavior
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Monterrey, California
July, 1977

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Although the author is solely responsible for the statements made in this report, many people have aided in the conceptualization and implementation of the evaluation activities.

Drs. Randy Parker of the University of Texas, Rubin Altman of the University of Missouri, Michael Nunnery of the University of Florida, and Paul Cullinan of New York University served as advisory members of the Evaluation Task Force, and offered many helpful suggestions about the methodology, politics, and human relations of doing this research.

Dr. C. Brooklyn Derr of the Naval Postgraduate School greatly aided the project as consultant on training and organizational development.

During the three years covered by this report, the program director, Dr. Richard S. Podemski, and the author spent much time together and came to know each other well. As might be inevitably expected from the nature of our roles, we often differed in our views; inevitably, however, we also found many areas of shared purpose in our work.

The program director, interns, and supervisors made many useful

suggestions and helped me to clarify my understanding of the program and of their perceptions and opinions.

Drs. Jack A. Culbertson and Peter H. Hackbert of the University Council for Educational Administration central staff reviewed an earlier draft of this report and made useful and perceptive comments on the learnings that could be generalized from the experience of the internship program.

Finally, Dr. Hackbert and Ms. Sondra Conyers, also of the UCEA central staff, have overseen the final report preparation.

Barry Unger

Chairperson
Evaluation Task Force

Cambridge, Massachusetts
June 15, 1977

Summary

This report presents the procedures used for evaluation of the National Level Internship Program during its first three years (1973-1976) and the results of this evaluation.

The Program is a special project funded by the Division of Personnel Preparation of the Bureau of Education for the Handicapped (in the United States Department of Health, Education, and Welfare) and managed by the University Council for Educational Administration, a non-profit consortium of 46 universities. During the period 1973-1976, this program—which continues today—selected, sponsored and placed twenty-two doctoral level general education and special education administrative interns on a one year basis in various private and governmental national level agencies within the Washington, D.C. area. Interns were placed at sites dealing mainly from a perspective "complementary" to their backgrounds and training. Thus an intern with special education doctoral training would receive a general education placement such as the American Association of School Administrators, and vice versa for those with a general education background.

It was created in response to emerging national priorities being given—by educators, courts, legislatures, and government agencies—to the achievement of greater integration of special and general education, to greater interpenetration of national policies and state and local

practices, and to the increase of the overall organizational effectiveness of educational institutions. Although these goals were widely advocated and accepted, there was felt to be a critical shortage of change oriented educational leaders—both in general and special education—who had the necessary skills and perspectives to implement them at the national state or local levels. Through its national level placements, the program attempted to partially remedy this shortage by giving a select group of future educational leaders experience relevant to the development of competencies around such areas as how laws are created, how change occurs, how federal programs are administered, and how the federal laws and agencies interface with the efforts of state and local governing bodies and professional associations; and to the development of sensitivity to issues of the field "complementary" to their own training.

The evaluation had two purposes. On an ongoing change-oriented basis it was aimed at helping the program to learn from its experience as it went along and to discover and incorporate the most effective structures and procedures. On a retrospective basis, particularly in this report, the evaluation has provided a description of the program's key characteristics (inputs, vital processes, typical outputs), and some understanding of how and why the program developed as it did and the lessons that can be generalized from this experience. This description and analysis is intended to be of use to past and present participants in the program as they reflect upon their learnings; to the program's management and sponsors as they consider current improvements; and to other interested parties in education or government, especially those

who are planning or actively contemplating the creation of internship or similar training programs.

To achieve these purposes, the evaluation used methods which were labeled "intervention-evaluation" and which are different in several ways from those ordinarily used for either ongoing or retrospective evaluation. Most evaluation methods are based upon a laboratory paradigm of research as not changing the characteristics of a program, but rather allowing the drawing of objective inferences about a program, especially the relative value of its outputs. In contrast intervention-evaluation stresses the process of evaluation as potentially influencing what it measures and studies. The validity of data is defined by its ability to predict/create meaningful behavioral events in the individual program and/or in future programs rather than to only establish statistical likelihood of past causation. Thus the evaluation emphasized the specific behavioral description of processes, recommendations for change (especially during the first two years), and typical outputs, and the production of useful generalizations about internship programs. The relevance of research to participants (their committment to provide an interest in data) is held as they key to both its accuracy—especially with subjective variables—and its utilization in program development. The design and intentions of the evaluation were therefore communicated to those who might be affected by it, and were made subject to confrontation and modification through meetings and other structures (e.g., an anonymous questionnaire). Data collection and dissemination were carefully linked to the decision making processes of the program through many informal activities, as described below, in addition to the tra-

ditional questionnaires and written reports. The actual categories and specific instruments that were developed for data collection and presentation were the product of: generic concepts of organizational behavior; the objectives and formal model of the program; the directly solicited recommendations of participants; and the evaluator's attempt to reflect the categories informally used by participants in describing their experience.

Thus, ongoing improvement of the program was facilitated by collecting the perceptions—especially regarding problems, complaints, and recommendations—of interns, supervisors, and other relevant parties—and analyzing this data for trends. Through this, the evaluation monitored program effectiveness both at the level of input variables like the procedure for site selection or the managerial style of the program director; and at the level of social psychological and organizational processes variables like goal congruence, trust between interns, supervisors and management, and feelings of belonging and satisfaction. Such processes are attendant to and necessary conditions for effective learning and task performance in organizations, and it is at their level that dysfunctional inputs often manifest themselves. The careful observation in interviews and meetings of such processes was therefore used as a tool for early diagnosis of more substantive problems.

Data at both levels was gathered through interviews, questionnaires, phone surveys, and so on. Once collected and summarized, this data—a composite picture of program effectiveness and forces for change—was used in a variety of ways. These included: group "feedback meetings" (and related process consultation and "team building") to validate and

discuss the data and collaboratively plan changes; individual consultation to the program director to assist him in the interpretation and application of the data and implementation of changes; phone conversations with individual participants to confirm and discuss the data; as well as informal suggestion-and-improvement-oriented feedback memos to summarize and record the data and make it available for study.

These activities served as a catalyst to change in such areas as program publicity, selection of sites, selection and placement of interns, procedures for guaranteeing meaningful intern task assignments, orientation and startup, in-service professional development for interns, and the monitoring of intern-site compatibility during the internship year. In some areas, changes were immediately implemented during the same internship year; in most areas, however, changes could only be implemented with the next year's group of interns or else consisted of gradual changes in personal style or of gradual role redefinition of interns, supervisors, or program management.

The present final report (as well as preliminary reports that were issued at the ends of the first and second years) fulfills the evaluation's second purpose of retrospective description. It presents data previously collected in the ongoing components of the evaluation as well as new data on inputs and outputs of the program. This new data has been gathered from those who are conceived of as the program's beneficiaries: primarily the special and general educational fields (as represented by current employers of ex-interns) and the interns themselves; and secondarily, the internship sites and the interns' home university doctoral preparation programs. Information was collected through three lengthy questionnaires

(free response, objective, and Likert items) to ex-interns, and through combination of brief questionnaires, personal interviews, and telephone polling of ex-interns, their internship site supervisors, their present supervisors, and their home university doctoral advisors, and others.

Inputs which are discussed using this data include: the broad policies governing the basic structure, geographic location, and duration of internships; the specific procedures for recruitment and selection of appropriate interns and appropriate sites; the placement, matching, and "startup" activities including orientation; the role of program management at different stages in the internship; the supervision interns receive in their placements; in-service professional development activities; peer interactions with other interns; graduate school preparation and ongoing liaison with the intern; and the evaluation itself as a program component. "Process" data on social psychological phenomena is used as supporting evidence in these discussions.

Overall, interns and supervisors tended to view the program as a very positive experience for interns. The inputs seen as particularly contributing to this were the in-depth exposure to meaningful work assignments in the internship placements and the opportunities for learning and skill development this afforded, and the interaction with other interns and with high level people in the field of education.

Factors cited as particularly detracting—when they occurred—were placement "mismatches" between what a site could offer and what an intern or program management wanted, dissatisfaction with the leadership style and degree of support offered by the program director, inadequate transitional help and logistics at the beginning of internships, inter-

personal conflicts with supervisors or colleagues at the placement site, and anxiety over getting post-placement jobs. The report documents the process of observing, analyzing and attempting to correct such problems.

Thus the report reviews how during the first and second years, inadequate groundwork in selecting appropriate sites for the program and an ineffective system for matching interns and sites led to several unsatisfactory placements and consequent requests for reassignment. Additionally the transitional logistic support was felt to be inadequate and anxiety producing. A number of changes were made over time in both these areas and, by the third year, these were received quite positively.

Also the report details how, especially during the first two years, interns strongly, and supervisors to a lesser extent, perceived the program management as inadequately carrying out its informal roles, such as arbitrator, advocate, and "organizational anchor." The program management was frequently viewed as not forceful in pre-internship negotiation with sites; as unprepared, indecisive, unwilling or unable to confront differences and to explore unfamiliar alternatives in the resolution of intern-site conflicts; as not conveying enough information and details to help interns and supervisors; as unresponsive to written and oral requests for information, as failing to follow up on the commitments and statements it made to interns, and generally as not acting upon or trying to resolve the problems, complaints, and suggestions brought to its attention, and so on. Relations between the interns and the program director were at many points characterized by mistrust and feelings of misunderstanding. It is likely that many of these problems were related

to frustration over the early problems in the matching and transitional support systems. As these systems improved, and as the program management appeared to modify its role to more openly advocate intern learning prerogatives, program management was seen as more supportive of interns and as more helpful in rendering logistic assistance during the transition of interns from the university setting to their placement and during the first months of the internship. However, the perceptions of unresponsiveness and lack of followup to commitments remained as did perceptions that program management inadequately monitored internships in their second six months.

The program presently has a new program director. As several of the issues with program management relate to personal style, it is likely that the substance and perceptions of this role are undergoing considerable change in this fourth year and therefore few specific recommendations are made. However, based on the program's experience, the report stresses the general significance for internship and training programs of the recruitment-selection-startup system and the informal roles of program management. Interns and sites in any program must be carefully matched in terms of their objectives for the year, the available task assignments, the prerequisite abilities needed, and so on, or ineffective internships with decreased learning and negative feelings can result. Likewise it is important that program management make clear its expectations regarding the rights and responsibilities of interns and sites, provide the necessary information and personal support throughout the year, and actively facilitate the resolution of the intern-site conflicts that occur. If this is not done, situations may develop where interns

or supervisors feel alienation, disappointment, bitterness, or decreased commitment to the internship process, and where internships do not accomplish their objectives.

The outputs of the program are reviewed at the levels of individual learning by interns; the program's impact on the activities and goals of host sites; the contributions of ex-interns to their present organizations; and the impacts on the intern's career goals or focus (subject area, type of job, etc.) and on post-internship professional advancement (level of responsibility, salaries, etc.).

Data presented indicate that the learnings achieved by interns were extensive and varied and were manifest both at the internship site and in the impact of interns on their post-placement sites. As such they constitute important contributions to the practice of educational administration.

Interns, as well as ex-interns, applied their learnings regarding the complementary nature of special and general education to initiate or take a major role in implementing activities which bridged the two fields, for example, the coordination of local mainstreaming efforts with planning for compliance to court ordered racial desegregation, or the provision of training to sensitize their organization's members to the needs and characteristics of the complementary field. In such activities ex-intern general educators used the knowledge they had acquired of special education court decisions, federal laws, and policy, and special education administrators used the knowledge they had acquired related to desegregation, school finance, and bilingual, career, and vocational education.

Learnings reflecting a national perspective on education were particularly indicated by the application to ex-interns' present jobs of knowledge of specific federal laws and their intent (especially P.L. 94-142 on whose development and passage many of the interns worked); knowledge of the role of Congress, federal agencies, and private associations in determining federal policy; knowledge of the structure of federal and national organizations; and knowledge of statutory sources of funds for educational programs. Ex-interns used this special knowledge in the course of articulating, funding, designing, and implementing educational and assessment programs, and in providing inservice training for fellow staff, and thus helped their new organizations to better respond to national trends, policies, laws, and regulations.

Also demonstrated both during and after the internship were the application of learning—in line with the program's objectives—in areas concerning policy formulation and organizational change, and learning in some unexpected areas such as the coordination of joint activities among separate organizational units. Two contributions which appear to be especially appreciated in the post-placement settings are the interns' personal contacts with important Washington people and expert consultants; and the Washington-developed administrative expertise (in areas such as planning, proposal writing and management information systems) they bring with themselves.

Regarding the program's impact on interns' career focus, the data collected suggests that the internship experience had a low-moderate impact on the content area (e.g., mental retardation, school finance, special education) interns plan to emphasize in the next five years of

their career; a moderate-high impact on the type of tasks (e.g., research, administration, teaching, lobbying) interns plan to emphasize; and a moderate-high impact on the kinds of settings (e.g., federal educational agency vs. local school system) interns plans to practice in.

Regarding the program's impact on interns' career progress, ex-interns and their supervisors strongly indicate that the internship experience has played a major part in getting ex-interns their present jobs, and has significantly speeded up their professional advancement in terms of skills and experience, level of responsibility, and salaries. According to available information (including extrapolation of data collected in July, 1975 for some individuals), salaries of ex-interns averaged $22,956 in August, 1976, while salaries of those persons who were chosen as finalists for the program but had only achieved alternate status and of those persons who were offered placements but had declined them averaged $16,587 as of August, 1976. A list of job titles for members of both groups is also presented. Such data indicates the primarily national and/or state focus of the positions interns have taken, and the remarkable degree (perhaps half of the twenty-two interns) to which interns appear to have crossed the boundaries of their doctoral training by staying in the complementary field after the completion of their "cross-over" internship experience.

Finally the report includes a compilation of insights contributed by ex-interns regarding the use of cross-over internships and/or employment in the complementary field as a means of integration. Because of their internship experience and because many of them also have post-internship positions in the complementary field, ex-interns have

a unique perspective from which to comment on this topic.

SUMMARY OF GRADUATE NLIP INTERN CURRENT LEADERSHIP ROLES

(Reprinted from November 1976 UCEA Proposal)

Class of 1973-74	
Number of Interns	6
Current Leadership Level	
Federal/National	4
State	0
Local	2
Present Specialization	
Special Education	6
General Education	0
Class of 1974-75	
Number of Interns	8
Current Leadership Level	
Federal/National	2
State	1
Local	5
Present Specialization*	
Special Education	3
General Education	5
Class of 1975-76	
Number of Interns	8
Current Leadership Level	
Federal/National	6
State	1
Local	1
Present Specialization	
Special Education	5
General Education	3
Total Number of Interns Completing Program	22
Distribution of Current Leadership Roles	
Federal/national	12
State	2
Local**	8
Present Area of Specialization	
Special Education	15
General Education	7
Changes in Career Identification	
From Special to General Education	3
From General to Special Education	8

*Our own count finds 4 employed in primarily special education, 2 in primarily general education work, and 2 voluntarily unemployed at present.

**Two of those listed as locally oriented are voluntarily unemployed at this time.

CHAPTER I

Background Description of the Program

The National Level Internship Program (NLIP) is a special project funded by the Division of Personnel Preparation of the Bureau of Education for the Handicapped (BEH) of the United States Office of Education (USOE) and managed by the University Council for Educational Administration (UCEA), a non-profit consortium of universities. During this period 1973 to 1976, this program selected, sponsored and placed twenty-two doctoral level general education and special education administrative interns on a one year basis in various private and governmental national level agencies within the Washington, D.C. area.

The program has its roots in the context of activity generated by the General-Special Educational Administration Consortium (GSEAC), a UCEA organized project funded by BEH.

GSEAC was developed by UCEA in 1971 as an inter-institutional integrative alliance of departments of special education and educational administration. Through GSEAC, opportunities were created for professors of general and special administration to work together on issues of mutual interest such as the development of common courses, joint teaching and planning activities, hiring of joint faculty, and

planning activities, service practitioners and graduate students that simulate decision-making on special education in a general education environment (Yates, 1976).

Such integrative efforts were considered important in light of the existing separation between the fields of special education and general educational administration. Although many writers found commonality in the skills required by administrators in special and general education (such as financial management, planning, programming, budgeting, and interpersonal relations), the two fields historically had separate reference groups, separate research journals, and separate academic departments and training programs. Thus, for example, special education administrators in the schools were relatively less exposed in their training to some of the administrative theories and processes taught in more conceptually oriented general educational administration departments. While the latter group was imbued with a "systems" orientation to educational activities as they relate to each other and to other functions of society and government, they were often insensitive to the needs of handicapped populations and to the structures for serving them. Special education doctorates, however, were less apt to see problems in special education as parts of larger systems.

This separation was especially considered a problem given the emerging national priority being addressed by educators, courts, legislatures, and government agencies to integrating the exceptional child into the mainstream of educational institutions and activities. It was considered essential that general educational administrators and

special education administrators develop sensitivity to and knowledge of each other's worlds.

Graduate students were often involved in the integrative activities developed under GSEAC. Furthermore, they were encouraged to plan activities relating to the GSEAC theme which would be of direct benefit to graduate students, e.g., graduate student conferences and telelectures.

It became recognized in the course of such efforts, however, that opportunities were rather limited for graduate students wishing to pursue the GSEAC theme beyond their local university. There were few avenues for promising students to obtain exposure and experience within a national context. Additionally at this time private and governmental national agencies—following the increasing priorities being assigned to greater interpenetration of national policies and state and local practices and to the increase of organizational effectiveness of educational institutions—were expressing the need to identify qualified individuals and assist them in realizing their potential to contribute to the direction of national educational policy and practice. The NLIP was conceptualized and funded as one way of meeting these needs and of expanding on the GSEAC theme.

Several purposes guide the NLIP.

One purpose is to produce educational leaders with national level experience and perspective—people who understand how the federal government works, how laws are created, how change occurs, how programs are administered, and how the federal laws and agencies interface with state and local efforts, and professional associations.

Another purpose is to create leaders with increase awareness and experience regarding the "complementary" field—to promote integration by exposing and sensitizing qualified people in special education administration to general educational administration problems and vice versa.

In order to operationalize the general-special integration concept, interns with special educational backgrounds are placed in agencies dealing mainly from a general education perspective, and vice versa.

UCEA was chosen as the program management or coordinator because of its national perspective and network and its commitment to integrating special and general educational administration as evidenced by its prior management of the GSEAC program.

The history, goals, and operation of the NLIP, are of course described in much greater detail in the various UCEA proposals for the program, especially the November 1976 proposal and in the final report by program management.

CHAPTER II

Objectives and Methodology of Evaluation

2.1 Review of existing evaluation approaches and their relevance to the NLIP

The goal of the evaluation was to support and increase the effectiveness of the NLIP and similar programs. As a basis for developing an appropriate methodology, existing approaches were first examined, especially with regard to their capability for facilitating program effectiveness and organizational learning (see Unger, 1976). The strengths and weaknesses of these methods as they were seen to relate to the NLIP are summarized below.

"Summative" evaluation (Scriven, 1967) refers to methods which attempt to provide a summary or global statement regarding a program, especially about its relative value. Following the classic paradigm of a controlled laboratory experiment, its attempt to provide this assessment is usually made by comparing a program's outputs (measured on predetermined standards of success) to those of another competing program or to a "control" situation. Programs which are judged relatively ineffective in producing their intended outputs should then be eliminated, according to this method's proponents, and thus further the goal of giving society only the most effective programs. It is argued

that such a method places a justifiable premium on results and produces a final judgment on the program's overall value that can be readily understood by outside administrators (such as the Office of Education) who have to make funding decisions.

The emphasis on scientific comparison is implicit in statements of purpose such as:

> [Summative] evaluation research is intended to reveal how government money has been spent and with what effects. It is finally a judgment, essentially comparative, of the worthwhileness or value of a program. (Guttentag, 1971, p. 75).

Common prescriptions (e.g., Weiss, 1972b; Hertzog, 1959) for the conduct of evaluation research follow this emphasis on the comparison of results or outputs. For example:

> Finding out the goals of the program: Translating the goals into measurable indicators of goal achievement; Collecting data on the indicators for those who have been exposed to the program; Collecting similar data on an equivalent group that has not been exposed to the program (control group); and Comparing the data on program participants and controls in terms of goal criteria. (Weiss, 1972b, p. 6).

Over time, the adequacy of this model has been questioned on numerous grounds such as that: it fails to provide the appropriate types of information necessary to achieve the value of social benefit; it produces adverse behavioral and logistic effects in the programs it studies; its technical requirements are neither practical nor relevant; and its design ignores multiple variables, multiple goals, and complex interaction effects in programs.

The first and most common concern is that data on relative goal effectiveness produced by experimental comparisons (e.g., "did juvenile

delinquency rates drop more from this program than from a control situation?") is not enough. By focusing only on outputs, summative evaluation usually fails to pinpoint specific areas and intermediate processes within a program that need improvement. It is felt by critics that the objective of producing data on what specifically is wrong within a program should also be part of evaluation's objectives, especially when a program does not need to be eliminated but only modified (Weiss, 1972a). The inadequacy of the experimental comparison is compounded in the situation of a young or new program like the NLIP that needs early feedback of research results on which to base program modifications (Suchman, 1970). The controlled experiment cannot produce inferences until the program and the "control" situation have had time to produce measurable outputs, sometimes requiring a substantial waiting period after the initiation of the program.

A second concern is that the experimental comparison may have difficulty in achieving its own objectives because of the behavioral "backlash" it creates. By focusing on global hypotheses of effect/no effect (with the implications of "good" and "bad" that these labels carry), experimental designs may place programs—especially their directors—in a defensive position and thus create human and organizational conflicts. Information that may become available to higher officials or funding sources is seen as a threat to both the program and to individual jobs. Summative evaluation using the experimental comparison is therefore often covertly resisted and sabotaged (e.g., by withholding or falsifying important information, or distorting the program arrangements).

Not only may the evaluation be rendered inaccurate, but also commitment by program personnel to its utilization may be reduced. The cooperation of the program management in a complex educational system such as the NLIP is essential both for gathering data and for the implementation of any changes that might be suggested by the evaluation, and therefore the effect on cooperation should be an important consideration in choosing an evaluation design.

A third area of concern with the experimental comparison is that its technical requirements are neither practical nor relevant in many cases. To produce logically defensible output data with the experimental paradigm, the evaluator must: find or create equivalent control groups; exert control over the selection of the treatment sample, the procedures of the program and its goals; and encourage procedures that minimize subjects' awareness of the research (Seashore, 1964).

These requirements however are often neither relevant to nor practical for the evaluation of complex human interventions like internship programs and other broad educational or social treatments, and may also induce resentment and distortion of data.

In many cases it is neither possible to specify a meaningful control situation nor politically feasible to randomly divide subjects between "experimental" and "control" (alternative) treatments. This would appear especially true where the experimental treatment (i.e., the program) is large, global, or is seen as attractive or useful to subjects. In contrast, it would appear to be less of a problem with a relatively narrow treatment, not involving a major portion of the subjects' lives, and not seen as very important by them.

Thus, it is relatively easy, for example, to designate a control (another physics course) for a new physics course being evaluated, to randomly assign students between the two courses, and to minimize contamination of students and treatments between the two courses.

A more gloabl treatment variable like the one year full-time internship in a federal agency in Washington, however, demonstrates many of the problems with the control group concept.

Ramdomized assignment is not practical in this situation because in a free society evaluators may not arbitrarily send some advanced doctoral students to Washington and make others take jobs as school administrators or college instructors (the usual alternatives). One approach sometimes suggested for such situations is to take those students who want to be interns (the treatment) and assign half to the internship and make controls of the other half. However, because program participation is seen as a right to those most qualified, and because of the real loss in selecting out half of the best qualified, such an approach would not be practical.

Various quasi-experimental logics are suggested as the best alternatives to use in summative evaluation when randomization is not feasible (Rossi, 1966; Campbell, 1969). But these too are seen to have serious drawbacks. For example, sometimes the ramdomization problems of the experimental summative model are avoided by using subjects in a program as controls for themselves (the "interrupted time series" quasi-experimental design), but this too has its various threats to internal validity. In the internship case, however, much of what Washington-based interns learn may be a generic result of the first year in the "real world"

off the university campus, rather than a specific effect of the internship program. The interrupted time series design would be unable to rule out this alternative explanation.

It is also problematic to designate a control group in this situation because non-internship alternatives, like staying at the local university or becoming a local school administrator, are not really comparable to the internship as these alternatives are aimed at largely different goals. A graduate student who then becomes a local school administrator will know less about the organization of the federal government at the end of a year than the Washington intern—even if the internship program is not very good. To handle this problem of non-comparability, Evans (1969) and other proponents of cost/benefit analysis suggest that instead of directly comparing outputs of programs, evaluators should attempt to experimentally measure only the added benefit produced by a program and the costs of the program. Policy makers would thus indirectly compare "apples and oranges" programs on the basis of each's cost/benefit ratio, and then use this in their decision making. Although randomized assignment is still necessary, an alternative program would not need to have the same goals. However, this cost/benefit approach, in addition to having the above practical and political problems associated with ramdomization, also has new problems of assigning monetary value to changes in intangible objectives of the internship like "knowledge of Congressional procedures."

Another practical problem with using the controlled experiment for program evaluation is its requirement that programs remain constant while they are being evaluated. To produce meaningful data on outputs

the summative evaluator usually has to exert much control over the selection process and the actual program. The program must not change before the evaluation is completed, or else the evaluator does not know whether to attribute results to the "old" or "new" program. However, modification and development are almost certainties for a new program, and in a new program such as the NLIP, variation in input should not only be tolerated but expected. Not only do programs go through a trial and error of strategies, but goal also frequently shift in the early stages. Suchman (1970) argues that rather than precise, after-the-fact summative evaluation, programs in the early stages "require quick and easy evaluation with primary emphasis upon the feedback of results for program changes." The summative approach in contrast not only fails to provide the right data, but in its requirements for experimental control eliminates flexibility.

In reaction to such problems associated with traditional experimental comparison summative evaluation, the concept of "formative" evaluation (Scriven, 1967) has gradually developed and gained support. Formative evaluation attempts to fill the need for fast feedback to guide program changes (especially in new or developing programs) by focusing on informal description of phenomena within a program rather than on comparisons of outcomes. It tries to help a program become more aware of its "theory-in-use"—the implicit links it is assuming between its goals, strategies, and hoped-for results—and to provide data on the actual status of these links.

As noted, one of the major problems with summative evaluation is that feedback only on final outcomes says little about what needs

to be corrected when the actual outcomes are significantly different from the intended ones. Formative evaluation, however, by monitoring the mediating processes, and by understanding their intended relationship with purposes and outcomes, should allow a program to test whether it is the implementation of its ideas which is breaking down, or whether the ideas are themselves inadequate to produce the desired results.

For example, in an internship program some of the important intermediate operational variables or processes are psychological commitment of the intern to his assigned tasks (goal congruence) and exposure to high level decisions and planning. Through interviews, activity listings, and so on, it is possible to ascertain whether these processes are occurring and thus whether the internship concept is being effectively operationalized.

When used as an input to change efforts such as program redesign or management training, formative evaluation is thus intended to help a program to assure the success of its efforts.

Formative evaluation, however, also has its drawbacks.

Its procedures are not standardized from one researcher to another in the way that experimental methods are, and its practice by given researchers is generally not described with enough specificity or completeness to allow its replication by others.

Because it emphasizes feedback on processes and short-term goals within a program, it is usually unable to provide the hard data on results that policy makers want for guiding their funding decisions. Perhaps even more significantly, it often takes too much of a short-term

view (accepting too many structures as "givens") and therefore frequently fails to suggest much in the way of major long-term improvement.

Even in the short-term, although it is intended to help guide program changes, its procedures typically are poorly connected to programs' decision-making processes.

There is one other problem with both formative and summative evaluation as practiced. Efforts to confer benefit to society-at-large (the ultimate goal of evaluation according to Campbell [1969, 1971, 1975] and others) through the evaluation of a program should include providing to administrators and policy makers elsewhere (e.g., would-be replicators of the NLIP, such as "cross-fertilization" internship programs in other government departments and other academic areas) a description of the program's key characteristics (structural inputs, vital processes, typical outputs) and some understanding of how and why the program developed as it did and the lessons that can be generalized from this experience. Neither form of evaluation typically does very well in this regard. Formative evaluation, because it has grown out of the less academic, more action-oriented point of view, leaves little written material behind to guide others. Summative evaluation usually does provide a written report, but unfortunately this emphasizes quantitative experimental comparisons to the neglect of descriptive data.

2.2 Research design and procedures for intervention-evaluation

In response to such analysis, the following objectives were set for the evaluation of the program.

On an ongoing change oriented basis the evaluation should help the program to learn from its experience and to discover and incorporate the most effective structures and procedures. The stream of data that is produced should be used to facilitate both "in-flight" and year to year corrections. The formative evaluation emphasis on intermediate variables is retained given this objective, but more care is taken to relate evaluation procedures and activities to program decision making. To provide early diagnosis of substantive problems, key social psychological processes like goal congruence and trust should be closely monitored. This and other procedures to implement this objective are described later in this report.

On a retrospective basis, particularly in this final report, the evaluation should remedy a major weakness of both summative and formative evaluation by providing as indicated above a written description of the program's characteristics, history, and generalizable organizational learnings. This description—which may be viewed as a greatly modified form of summative evaluation—should be of use to past and present participants in the program as they reflect upon their personal learnings; to the program's current management and sponsors as they consider possible improvements; and to other interested parties in education or government, especially those who are planning or actively contemplating the creation of internship or similar training programs. The research paradigm represented by these objectives and the methods they incorporate were labeled "intervention-evaluation" in order to stress the process of evaluation as potentially influencing and improving what it measures and

studies.

The goals of intervention are described by Argyris (1970) as the generation of valid and useful information, free and informed choice, and internal commitment to choices made; the practice of implementing these goals is commonly called "organizational development" (Argyris, 1965; French and Bell, 1972).

In intervention-evaluation, program evaluation is used as a tool to support these kinds of organizational learnings. To do this in the real world of complex programs, intervention-evaluation adapts the methods of organizational development to the constraints which characterize the internal and external environments of such programs—as described by heuristic behavioral science and organizational models, especially Simon's model of "bounded rationality" (1954), Argyris' (1966) and Janis' (1971) models of inter-personal influences on decision making, and the various models of political and bureaucratic decision making specified by Lindbloom (1965), Costello (1970), Allison (1971), and others.

Detailed intervention-evaluation research methods were developed in response to these constraints and to the specific needs of the program.[1] For example, in light of the constraints on information processing implied by Simon's model, methods were developed for increasing the perceived "salience" of or attention given to program effectiveness data. Other components of intervention-evaluation include the choice of

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[1]The components of intervention-evaluation are described in the author's monograph on this subject (1976).

variables; criteria for accuracy of data; defining the "client" of the research; the separate question of whom the evaluator interacts with in order to facilitate the decision-making process; procedures for facilitating the expression of data; methods for dealing with defenses of important actors and for facilitating their openness to data; and, finally, the whole area of developing and testing an "organic" research relationship between evaluator and participants—one that facilitates mutuality of influence, the confrontability and openness to examination of the evaluator and his/her methods, the autonomy of the program, and the autonomy of the research.

Objectives and methodological considerations such as those above may seem outside the purview of the traditional evaluator role; they were necessary, however, in order to actively contribute to program development.

In the ongoing part of the evaluation, the perceptions of participants regarding program effectiveness, perceived opportunities, problems, and recommendations were periodically collected and analyzed for trends. This information was periodically solicited from interns (including one questionnaire to candidates who were interviewed but did not choose placements), their site supervisors, and program management, among others, through telephone calls, personal interviews, and short questionnaire forms and group discussions, as described below.

In addition to being summarized in informal written reports (an approach commonly taken by formative evalutors), the data was then presented and discussed at many group problem-solving meetings (re-

ferred to as "feedback" or "process" sessions) attended by the program director, interns, and occasionally site supervisors. Efforts were made to discuss this information in ways which minimized defensiveness and helped the parties involved to understand its significance, and to constructively plan or implement improvements.

In both data collection and dissemination, the evaluator and others made attempts to build interns and the program director as a working group and to facilitate explicitness and other problem-solving behaviors so that interns and program management could most effectively express, exchange, and discuss information and ideas. Interns and supervisors were encouraged to "complain" so that this data could be used, where valid and important, for corrections.[2]

To further facilitate utilization of the research results, the evaluator functioned as a personal consultant to the program director, assisting him in the interpretation and application of this information.

Changes were thus planned and in most cases implemented in such areas as (see Chapter IV) program publicity, selection and placement of interns, procedures for guaranteeing meaningful intern task assignments, orientation and start-up, in-service professional development

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[2]In epistemological terms, the paradigm of intervention-evaluation defines the validity of data more by its ability to predict/create meaningful behavioral events (for example, facilitating program improvements) than by its ability to establish statistical likelihood of past closation. Thus, where the methods of intervention-evaluation have, in fact, largely caused complaints to be expressed, this data (the complaints) should be seen not so much as a "proof" of program or participant ineffectiveness but rather as the creation of a valid opportunity for more effective future behaviors.

for interns, and the role of program management in monitoring intern-agency compatibility during the internship year.

In some cases it was possible to implement changes on an "in-flight correction" basis with an ongoing group of interns; in most cases, however, changes were implemented with the next year's group of interns.

As part of the action approach to utilizing data, at orientation sessions (discussed in a later section) new interns and supervisors were helped to spell out their goals and expectations for the year's experiences and to explore possible mismatches between these. Later, as the importance of expectation matching was verified through the experience of the first year, arrangements were made for interns and supervisors to periodically review their written agreements ("contracts") regarding the specific task assignments of the intern and the specific resources he or she is provided by the host agency.

The second aspect of the evaluation—a modified summative component emphasizing the description of the program and its outputs—was facilitated by gathering a wide variety of both subjective and objective data on the outputs of the program from those who are conceived of as the program's beneficiaries. These included: primarily the special and general educational fields (as represented by current employers of ex-interns) and the interns themselves; and secondarily, the agencies and organizations interns have been placed with during their internships and the interns' home university doctoral preparation programs. This component is described in more detail in following sections.

2.3. Instrumentation

The preceding section indicated the kinds of activities associated with the evaluation, and the reasoning behind the collection of data from various groups. Following are the instruments used to collect data:

1. In-person and telephone interviewing of interns and placement supervisors for the entire three year period. These interviews were informal in style, and semi-structured as to content. Each round of interviews generally included a format or planned set of questions dealing with several aspects of the program, but the interviews were also open ended in that they delved into wherever the interviewees thought were important things to look into, record in the evaluation of the NLIP, or to note as problems or constraints. Thus, beyond the initial structured questions, each interview was guided by the participant's verbalized experience of the program.

2. As described in the preceding section, data gathered from interviews and questionnaires was disseminated in informal written reports ("feedback memos" emphasizing suggestions as well as the summary of results) and in group feedback meetings. Responses at such meetings as well as informal telephone reactions to the

written reports served the purposes of cross-validating and extending interview and questionnaire data.

3. Important processes such as "goal congruence" between the intern agency supervisor and program objectives, "intern involvement in the complementary field," and "responsible involvement by the interns in their agency placements" (defined in another section) were assessed both through written instruments such as questionnaires on the expectations of interns and supervisors for the activities of the internship year, diary forms recording interns' activities for a sample week, and contract forms in which interns and supervisors recorded their jointly agreed upon plans for intern activities during an internship year; and through the interviews described above.

4. Questionnaires on perceptions, opinions of, and recommendations regarding improvement of the selection process, which were mailed both to the candidates selected and placed and to the alternates not placed in the internship program.

5. An anonymous questionnaire on the evaluation process itself (used mainly to guide evaluator behavior and to ensure that the categories and content of data collected accurately reflected opinions of supervisors and interns). And,

6. A series of summative-style instruments aimed primarily at describing the program's outputs and characteristics, and aimed secondarily at providing input into year-to-year improvements in the program. Such instruments included short questionnaires to the home university doctoral advisors of interns and to the present on-the-job supervisors of ex-interns, three extensive questionnaires sent to ex-interns, and a phone poll of people who have been chosen as alternates in previous years but either had not achieved final placement or had decided not to take placements that were offered.

The short questionnaires to ex-interns' present supervisors and to ex-interns' home university doctoral advisors attempted to assess direct outputs of the program, including growth or skill attainment of interns and their contributions to the field, work involving the integration of general and special educational administration and/or the application of a national perspective, and so on.

The telephone poll attempted to provide base-line data for a comparison of current salary and job title between those who participated in the internship program and those who had not. Although the comparisons (shown in Chapter V) are interesting, they should be interpreted with caution, because the two groups cannot be

assumed to be entirely equivalent.

Items included in the three questionnaires to ex-interns were derived from a normative process model of the key variables in internships, from the experience of the first year as reflected in interviews and meetings, from the suggestions of interns and supervisors, and from a consideration of the objectives of the program as detailed in the original proposal to BEH. The first questionnaire assisted ex-interns in identifying areas in which they felt they had accomplished significant learning or skill development. The second and third summative questionnaires combined Likert-type scales and free response items dealing with the quality of agency placements; the start-up and selection process, the role of program management (UCEA); the role of evaluation in the program; the relevance of the interns' graduate school preparations to their internship experience; the internship's effects on careers; the in-service professional development components of the program; the qualit and role of intern-intern interaction in the program; the effects on integration of special and general education and the emergent learnings regarding the application of this concept; and recommendations for major changes to be incorporated into this program or other future programs to facilitate

the integration of special and general education.

2.4 Variables

Three types of program effectiveness variables were monitored:

Type I: The vital processes or social psychological variables (sometimes called intermediate or throughput variables) which are seen as key to the attainment of program goals.

A long tradition in organization theory has emphasized the utility of viewing organizational or program effectiveness in terms of processes, key behaviors, subjective feelings, relationships and other behavioral phenomena that are occurring or not occurring in the micro-level, day-to-day life of a program (Argyris, 1957, 1960, 1965, 1970; Katz and Kahn, 1964; Schein, 1970; and Alderfer, 1973). It is at this level that dysfunctional inputs often first manifest themselves, and the careful observation of social psychological processes could therefore be used as a tool for early diagnosis of substantive problems. For example, observations of intern anxiety and intern mistrust toward program management early in the program alerted the evaluator to substantive problems in the program's systems for selection and placement of interns and selection of sites.

Considering the program's goals of both intern learning of skills and intern development of perspective relating to national (federal and private) leadership and policy formation and the integration of administrative thought and practice in general and special education, the following somewhat overlapping variables were monitored as processes

vital to the success of the program: feelings of stability and belonging (in contrast to anxiety or anomie) of interns in a year of transitions; the degree of goal congruence (regarding placement activities) between the intern, agency, supervisor, and program management; interns' satisfaction with the program and with their specific placement activities; confidence and trust expressed in the program management; and meaningful daily exposure of interns to issues of educational policy and to issues involving the complementary field.

Feelings of stability and belonging are necessary for commitment and learning to occur and are a key indicator of "organizational anchoring" the significance of which is described in a latter section.

Goal congruence, satisfaction, confidence, trust, and related variables, are widely recognized as key to involvement and productivity in learning and work situations.

Meaningful daily exposure to tasks and issues related to the program's goals is, of course, the raw material necessary for learning of knowledge and skills.

Type II: The key activities (sometimes called program inputs) whose quality determines the degree to which the desired vital processes occur. The major categories here are: the recruitment, selection, placement, start-up, and orientation procedures (including the UCEA role in these areas); the procedures for selection of agencies; other UCEA roles in the program (resource, coordinator, power broker, arbitrator, etc.); the structure of intern-supervisor relationships; placement assignments involving policy formulation and involving the

complementary field; in-service professional development activities; graduate school preparation and in-service support to the intern; intern-intern interactions; and the evaluation activities. The significance of these activities is described in Chapter IV.

Type III: The program's characteristic outputs, especially in terms of its goals (as stated earlier and in Chapter V) but also including results which although significant appear to be unintentional or unplanned consequences of the program activities. By including "planned consequences" in the data collection but not limiting it to them, the evaluation can both provide detailed information vis-a-vis the important outputs that UCEA and BEH had in mind in respectively proposing and funding the program, and at the same time afford a broad view of the program's effects.

The program's outputs are described at several different levels of immediacy (e.g., the level of the ex-intern's contribution to his/her post-placement organization) in Chapter V.

CHAPTER III

Application and Presentation of Data

As the preceding chapter indicates, data regarding program inputs and "vital processes" was extensively gathered and used on an ongoing basis to facilitate the effectiveness of individual internship years, and, on a year-to-year basis, to guide decisions regarding restructuring or adopting certain structural aspects of the program and to monitor successful implementation of such changes.

Such short term action-oriented data on the strengths and problem areas of the program and recommendations for change were recorded in the various "feedback memos" sent to the program director (UCEA), interns, and supervisors during the three year period. Their use as part of the evaluation activities to facilitate ongoing improvement has already been described.

This present final report (as well as preliminary reports that were issued at the ends of the first and second years) fulfills the evaluation's second purpose of retrospective description by documenting in great detail the program's developmental processes and key characteristics, especially the generic features most relevant to internship program effectiveness. The following chapters present data previously collected in the ongoing components of the evaluation, as well as new

data on inputs and outputs of the program which was mostly gathered using the various "summative-style" instruments described in the preceding chapter. Furthermore, the discussion of program inputs and characteristic outputs is emphasized rather than "process" data on social psychological phenomena, although this latter data is used as supporting evidence.

Because the program changed in significant ways each year, questionnaire responses from ex-interns, doctoral advisors, and so on, will in most cases be presented for each year separately.

Responses to open-ended questions have been edited and summarized to remove ambiguities and to preserve respondent anonymity, while means have been calculated for Likert-type items.

No attempt has been made to assess statistical significance of differences across years on the Likert scores, as the populations were small.

Questionnaire responses were received from all six of the 1973-74 interns, seven of the eight 1974-75 interns, five of the six 1975-76 interns that could be reached in time, and from over two-thirds of the doctoral advisors and present supervisors that could be reached. Phone responses were obtained from all nine of the "non-intern comparison group" reached out of twenty such persons identified.

CHAPTER IV

Key Processes, Activities, and Program Inputs

4.1 Recruitment-selection-placement-startup

The recruitment-selection-placement-startup system is probably the input most critical to the program's success. During the activities that comprise this system, the involvement of participants in the program starts and personal relationships begin to form; the system is thus a critical determinant of feelings of trust, organizational anchoring and personal stability, and of personal commitment to the goals and tasks of the internship. It is also through this system that sites allowing involvement with educational policy and the complementary field should be assured and where goal congruence of the various parties (intern, doctoral advisor, agency supervisor, agency management, program management) either is facilitated or is ignored at great peril.

As seen in feedback memos and earlier evaluation reports, there were a significant number of early problems[1] concerning inadequate groundwork in selecting appropriate sites for the program, poor matches

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[1] Many of these problems were apparently due to the late funding of the 1973-74 program and the shortage of planning time this allowed.

between interns and placement sites, inadequacies with transitional support, and so on, with consequent feelings of distrust and dissatisfaction at times and decreased involvement in the internship by the affected individuals. Indeed most of the feedback and consultation rendered under the ongoing component of the evaluation dealt with such difficulties and their resolution.

On the basis of such intervention-evaluation, changes were made in a large number of such areas as indicated in the final report by program management and the preliminary goal congruence, success of these changes has been noted in earlier evaluation reports. We now present new data, starting with responses to the question:

a) The selection and placement process you went through was (state your opinion):

73-74 Intern Responses

Very poor, disorganized and on the whole criminally inadequate.

Fair-good.

Comprehensive documentation of my qualifications and credentials were submitted by me to UCEA, while very little information about my placement agency was provided to me.

The issues of match both in training-background and permanence of the organization were ignored, and this led to problems.

Vague, interns should have some say in where they will be placed.

74-75 Intern Responses

Competitive but realistic and fair.

Too much, too fast; i.e., too many interviews in

one day, not enough time to prepare for them, not enough time to think things over.

Late, hurried, at times anxiety ridden, but generally acceptable.

Stimulating; a win (I sized up the situation, chose the one most valuable for me, and would choose so again among the same options); opportunities for general education people looking for special education placements did not seem as broad or powerful as those vice versa.

Poor.

Too much based on first impressions for there wasn't sufficient time to obtain more information from which to make selection decision.

75-76 Intern Responses

Adequate. It was a good placement from my viewpoint.

Terrific! No problems encountered.

I had no problems with this process.

Satisfactory. I got my choice in placement.

Adequate.

Clearly, the selection and placement system was viewed as smoother and more equitable as time went on.[2]

The transitional logistic support provided to interns and the actual orientation to the intern role and to both official and informal Washington are also important to the success of the start-up. These functions help interns to feel anchored in their new settings and give them the informational base which they need in order to be effective

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[2]Parts of the recruitment-selection-placement start-up system perceived as still needing improvement are discussed in the Winter-Spring 1976 feedback memo.

learners and doers.

Following are mean responses to the Likert item:

b) My transition (financial, logistical, and so on) from the university setting to my placement in Washington was smooth.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.83	4.29	4.5

The increased perception in the latter two years of a smoother transition may be attributed to the various changes instituted in response to evaluation data such as earlier selection and notification to interns of acceptance to the program (thus allowing more lead time for planning a move and other elements of transition—short notice to interns was a major problem to interns the first year); an improved system for advancing moving money to interns; more advance information to interns on things like the availability of housing and good public schools for their children in and around the Washington area; providing funds for interns to come to Washington a month or more in advance of their internships for a few days' stay so that they could work out logistical details at their placements and their new residences; providing funds for new interns and their supervisors to have long distance telephone conversations during the time between placement and actual beginning of the internship; provisions for interaction between leaving and entering interns; and more extensive and intensive orientation of interns at the beginning of the internship year (discussed below).

At the beginning (September 1973) of the program's first year,

the evaluation task force initiated and implemented a brief orientation for interns and supervisors. This was done mainly as a response to early perceptions of problems by the evaluator and was basically limited to a series of "organizational development" exercises. These exercises were designed as part of the ongoing intervention-evaluation to a) surface discrepancies in objectives and expectations between interns, supervisors, and UCEA; b) produce a preliminary and renogotiable "contract" between each intern and his/her agency regarding the activities the intern would engage in; and, c) start building a team-like social climate among the interns where negative data could be discussed.

UCEA assumed more responsibility for implementing orientations over the next two years, and the coverage of the orientation was considerably broadened in response to program experience and the evaluation feedback.

Included in recent orientation programs were such things as: discussion of potential problem areas (i.e., concerns and problems that occurred in the past) in the intern-supervisor-agency-UCEA interaction; discussion of Washington norms about confidentiality and sharing of information between agencies; discussion of UCEA's role and the resources it can provide; conversations with "graduates" of the program (i.e., ex-interns) still living in the Washington area and willing to act as resources to new interns; orientation to the Washington educational community and how it is organized (the legislative process, the executive branch, private organizations, etc.); preliminary planning of in-service educational seminars for the year based on the needs and interests of interns, and goals of

the program; and a continuation of the contracting, organizational development, and teach building activities first initiated by the evaluation task force.

Previously presented surveys done of interns immediately after going through the placement and orientation processes indicate that the orientation process has played a significant role in getting interns "started" and in setting norms for the program. Especially important were public exchanges between the program director, the interns and the placement supervisors regarding the rights and responsibilities of interns.

Additional information is provided by responses to the item:

c) Looking back to the orientation meetings held for your group, which parts seemed meaningful or useful to you and why?

1973-74 Intern Responses

The bitch session (where interns discussed with the evaluator their problems) provided the core to what followed—that and the dinner get together.

Block session (organizational development collaboration exercise) was valuable to me. Discussion session with other interns on mutual problems helped break the ice.

Those parts that most directly involved my own expected role with my own supervisor and agency; and those portions orienting me on how the internship program was to be evaluated.

Best part was the free exchange session between all interns and all supervisors because informal "understandings" could take place in that environment.

Discussion with other interns (the "bitch" session).

1974-75 Intern Responses

Dialogue between interns and supervisors and between interns.

Just getting together was beneficial, a description by each supervisor of the agency role in services to handicapped children would have helped.

Group introduction and cohesion activities; seeing supervisor's priorities in action—occurred during block-building and during question/statement period (especially re intern/employee issue and obligations-requirements for interns).

Orientations to various organizations and to UCEA. Beyond the exposure, I suppose I was still very much willing to be talked to by presenters.

Getting to know the other interns. There was little honesty between supervisors and interns or interns and the program director.

I particularly liked the sessions in which the interns were made to relate to each other, declare their feelings about group experiences, etc. I found that these sessions helped the interns to get to know each other and that it was at these sessions that we began to solidify as a group.

1975-76 Intern Responses

Informal interaction with other interns.

Meeting with all supervisors! Having some time to meet and talk to other interns.

Orientation meeting on the legislative process was helpful.

Introduction to legislative processes. Getting to know one another. Acquaintance with the Washington scene.

My memory of this is hazy, but I did not feel these meetings were particularly helpful. (General remarks by two supervisors were probably of most value.)

Also available are responses to the item:

d) As a person who has participated in the internship program, what do you think ought to be accomplished in the orientation session?

1973-74 Intern Responses

Some initial understandings of what each agency does and how it sees interns in its structure.

Psychological contract, intern-intern discussion, expectations of agency/intern.

Expectations (both the interns and supervisors) should be aired more openly to avoid complications which might develop.

Intern-supervisor-UCEA feel for each other. Feel for D.C., BEH as the funding agency (for the program). General "break in" and support from D.C. elements.

Have supervisors present only about one-half or less of total time; continue to include short session where only interns, UCEA program director and evaluators are present for free discussion.

A. Orientation to the Washington environment (The Federal City)
B. Orientation to agency roles.
C. Orientation to position (role).

1974-75 Intern Responses

Role definition of "intern" in relation to agency, parameters of responsibility established, clear understanding of channel of communication between UCEA and organizational agency.

Interns and supervisors ought to have a clear understanding of the intern's role at the agency. Practical advice ought to be given to the interns re what to expect from the year, rundown on Washington, D.C., etc. Interns should begin to solidify as a group.

Get acquainted with the other interns—lots of talk between supervisors and interns in groups, pairs, etc., to break down misconceptions—do some of this before placement decisions are made.

Orientation to Washington as city and sect of government—where and how education fits into this —where and how specific placement fits into this. Objective sharing between (among) UCEA, interns and supervisor. Sharing with other neophytes and spouses.

Prior to orientation, responsibilities of supervisors should be clearly spelled out, agreed upon, and recorded if appropriate. During orientation these should be criteria for evaluator and director to use in viewing possible problem areas for early and realistic intervention (with intern/supervisor goal mix in mind). Orient also to opportunities such as Educational Staff Seminars, Brookings Institute, other think tanks and associations in area). Also more introduction lectures a la Hanson and Lee and Schloss and Congressional staff (include Congress persons when possible) over first few weeks.

Interns and supervisors sharing mutual expectations, interns becoming better acquainted as basis of support and reinforcement.

1975-76 Intern Responses

Acquaint interns with 1) Washington scene, 2) legislative processes, 3) other interns, 4) UCEA.

Discussion of program specifics—ground rules that will be followed during the duration of the internship (procedures for changing placements, resolving conflicts, etc.).

Developing a feeling of comradeship! Information base—questions answered.

Perhaps more quite time to take in all that's happening.

Since each intern is specifically oriented at his or her placement site, group orientation should emphasize the Washington cultural, recreational and social scene.

Introduction to the city (official and unofficial "scene") and fellow interns.

The above sets of responses seem to indicate a trend away from interest in conflict resolution activities to interest in more cognitive orientation activities. This is likely a reflection of the diminished need for the former as the program's selection and placement systems have become more facilitative of goal congruence and less anxiety-producing.

4.2 Location/duration/structure of an internship

Related to the selection and placement inputs is the choice by UCEA of potential internship sites. Sites must be able to provide to interns meaningful satisfying learning experiences that are in accord with program goals. As specified by the various proposals, this means the availability in a site of such things as: quality supervision, time and resources; flexibility to meet varying intern needs and interests, a reasonable expectation or organizational (financial and personnel) stability for the duration of the internship; exposure of the intern to special-general education integration issues, and to policy-making and leadership in education; and most of all, a willingness on the part of the site and designated supervisor to view the internship as a learning experience and not solely as an exploitative opportunity.

The intended results of such conditions are intern and supervisor satisfaction with the specific placement activities, accordance of the activities with program goals, and the achievement of desired pro-

gram outputs.

As reported elsewhere in this report and in previous proposals and reports, during the early years of the program several instances occurred where (in retrospect it could be seen) sites had not met the necessary conditions and in consequence dissatisfaction and lack of appropriate internship activity were observed.

Evaluation of this led to various changes in procedures emphasizing more thorough "groundwork"/screening by UCEA to either eliminate or bring up to par (where feasible) potential problem sites. This included screening of past performance and current capabilities of sites; commitment-testing mechanisms like requiring the site to put up travel money; emphasis on negotiating in advance the priority of the intern learning experience; and insistence on full and accurate advance disclosure by agencies of the nature of the learning opportunities they could provide interns.

These improvements appear to have largely worked, when viewed in terms of increased expressed satisfaction and a decreased number of problems which came to either the evaluator's or the program director's attention.

Still a few problems of inaccurate information by sites did seem to occur in 1975-76, and interviews in Winter 1976 indicated concern by supervisors and interns alike that program management more thoroughly investigate potential sites and more firmly negotiate with them.

Moving away now from the managerial issues in site selection to a policy issue, UCEA has in the past stressed that it and the program's

sponsor (BEH) believed that Congress should not be considered as a potential site because a BEH-supported internship in a Congressional office might constitute, or have the appearance of constituting, a violation of the principle of separation of the Executive and Legislative branches. Interns and supervisors, however, have expressed the opinion (see Winter-Spring 1976 feedback memo) that certain Congressional offices and national advisory councils were potentially very good sites; in light of this, it would seem appropriate for UCEA and BEH to re-examine the present policy.

In conceptualizing this final report on the program's first three years, it was realized that in addition to managerial improvements within the current parameters and structure of the program, one could also imagine basic changes in the program's concepts of appropriate sites, of appropriate interns, of internship activity, and so on. For example, one could shorten or lengthen the internship year, have multiple internships, or abandon the de factor model of a loosely interacting group in the Washington area, (i.e., the model of members learning from one another and from the general Washington educational and governmental community).

Responses were therefore solicited from the program's most immediate clients, the ex-interns, to the question:

a) What major changes would you recommend to improve the program, keeping in mind the various program goals relating to exposure to and learning around national leadership, federal-state-local-private agency relationships, and policy and legislative processes in education and around special-general education integration issues.

For example:

—Should there be placements at important public or private national organizations located away from Washington? (e.g., Education Commission of the States, located in Denver.)

—Should there be placements in large city school systems?

—Should the program have interns at mid-career rather than immediately post-doctoral?

—Should the program plan for two or more placements during the internship year for each intern rather than one placement?

—Should there be a more active role for home universities of interns?

—Should there be a different role, location, etc., for program director?

—Should there be a different evaluation approach, role, etc.?

The above are just a few ideas (suggested by supervisors/interns in past interviews) to stimulate the imagination. Please put your ideas below, and be sure to explain your reactions, especially how the improvements you suggest would relate to the program's goals.

Some edited responses are presented below; other responses dealing with the role of program management, the evaluation, and the home university, are presented in other sections of this report:

1973-74 Intern Responses

Recommend a wide variety of agency placement. Placement within the legislative branch of the government if possible.

If at all possible, it would probably help if it were required that interns must already possess the doctorate at time of commencing the internship.

The sponsoring agency should contribute $2000 to the program. This would demonstrate a cash commitment and insure the true interest of the agency.

I am leery of the screening process. Does it include phone calls to major professors? There have been too many lemons (i.e., poor placements), considering all the screening that has gone on prior to placement.

Yes, two or more placements during the internship year would allow the intern enough time in an agency to understand the operations and to contribute but also not lock him or her into a posture of looking for career opportunities from a single agency as well as match his or skills to different performance criterion.

No half-year intern placements. Difficult to really get committed, into it and rolling in 6 months.

Perhaps once at mid-year but more research would be needed before switches became a precedent.

Generally, no. There is a lot more to learn in any single placement and I think learning "in-depth" in the internship for one year period is better than learning in breadth in 2 or more placements.

In order to understand (even remotely) the workings of an organization or agency, a year's permanent position is needed, I would strongly urge that switching not be made a portion of the project.

I think mid-career internships might be an excellent idea although I am not sure the internship "salary" would attract too many mid-career persons.

Yes, mid-career internships would be ideal— providing that there were a large number of applicants. If the number of applicants was small there would be a danger of getting mediocre people.

Yes. Washington positions are mostly based on competency, application of skills, communication, productivity; not on PhD, EdD or and D. Mid-career people should qualify.

No. Most mid-career types are on some type of sabbatical related position. Our interns (with one exception) shared one common denominator: equal financial status.

No, most large urban systems already have internship programs to train graduate students. A more logical approach would be a large city intern exchange program.

Not for this project.

No, because of logistical monitoring problems.

Although placements of this type (public schools) might be of value to those pursuing public school positions, my understanding of this project was to prepare persons for more generic national positions. Possibly another project whose specific goals relate to the public schools would be more appropriate.

(Public school) internships are good if the intern-supervisor relationship is good and there are <u>real</u> pressures to work under as well as lax time to develop areas of personal interest.

I would strongly urge that placements outside the D.C. area not be considered. An internship in an isolated agency would not allow the intern to get the "feel" of the national education scene.

Monitoring problems with internships outside the D.C. area would be increased, potentially detracting from effectiveness.

Due to the limited amount of funds and in order to monitor the implementation phase, the program should remain in D.C.

Internships outside the D.C. area should be worked out by individual training institutions. The location of interns in a common community facilitates information flow and opportunity for interactions.

<u>1974-75 Intern Responses</u>

Adoption of out-of-Washington placements may dilute the focus of the program and should necessitate much

deliberation and assessment re the intent of the project.

Based on the experiences during my year in the internship, I believe that the most important improvement relates to the careful selection of internship sites and a clear understanding between the agencies and interns as to their role.

The internship should basically remain in Washington, D.C. at national and government agencies. Although placements in large city school systems are valuable, I believe that it would change the focus of the internship and should not be part of this program.

The internship should basically remain as a pre and post-doctoral program because I believe that it is at this time (in their careers) that participants are most open to accepting and utilizing new ideas and their career persepctives.

Interns should be given the option of spending an entire year at an organization or of having a rotating placement. As I see advantages and disadvantages to both options, I think individual interns should be given that choice.

Explore ways to distinguish doctoral level interns from other types of interns in Washington, D.C. Perhaps call them "UCEA Fellows." Be sure supervisors are people who are truly interested in advancing the careers of those at the crucial stage of development—the end of the doctoral program.

Practicums with handicapped kids, work in school systems, more interns less stipends, nationwide placement 5 year interns' reunion.

Placements at important public or private national organizations away from Washington are okay provided they have a national perspective and provide part-time Washington experience.

No mid-career internships.

Half year with organization and half year with government agency sharing of experiences would be more meaningful—operational differences between organizations and agencies are great.

Mid-career interns good.

1975-76 Intern Responses

I strongly recommend that greater consideration be given to mid-career internships. It has proven quite beneficial to (intern X) as well as (that person's placement site).

Suggest both mid-career and post-doctoral interns.

Only one placement per year—continuity necessary for growth, rapport, identification.

Recommend two placements/year: a placement that provides a broad perspective of an agency followed by one more narrow in scope.

Why not a variety of schools (not just large city schools) with chances to get together? Education Commission of the States would be a good placement to add to the program.

Placements away from Washington, especially Education Commission of the States; no placements in large city school systems.

Large city school districts in the Washington metropolitan area.

I had a great time in the program, but I would hope that there would be a greater effort to solicit applications from minority group members if the internship continues under UCEA's direction.

These responses should indicate the variety of views held, and some of the points to consider if major structural changes are contemplated.

4.3 Program management's informal roles

UCEA as the organization with final responsibility for the program has many formal fiscal, administrative, and record keeping

roles in the program as defined in the proposals and the formal management report. In addition to these roles, and the implicit ones of initiator and energizer, UCEA, especially the associate project director (referred to as the "program director"), may take on a variety of more personalized roles in relation to interns, supervisors, and site officers as described below. These informal roles are a major input to the program and also have generalizable significance for other programs.

The typical intern goes through several major transitions in about one year's time—from graduate student at a local university to an internship placement (with different friends and work associates) in Washington to a permanent professional position. During this time, the intern is likely to experience some anxiety and increased dependence on various others for support and information.

UCEA has a special significance to the intern because it is the one more-or-less permanent entity in his/her professional world during that year as well as the legitimated source of authority in the program. The program director is thus likely to be looked to for organizational anchoring (logistic assistance, emotional support, information, and goods of various sorts, such as professional travel and moving expenses).

Such anchoring can significantly help the intern overcome the shocks of transition and achieve a sense of security, and the trust, psychological investment, satisfaction and learning that this in turn allows. The effective performance (degree, continuity, perceived

sincerity, etc.) of this anchoring role by the program director is thus an important determinant of the smooth operation and ultimate success of the internship program.

An important part of the anchoring is that the intern needs detailed information on a variety of matters not covered in the written material given to interns, such as the exact program logistics and the nature of the government's requirements and expectations of the intern. Most of all, the intern lacks information on what kinds of professional educational activities are acceptable within the internship. This includes such things as the way the intern's task assignments will be structured at the placement site (work as a "surrogate" regular employee "tied" to one desk for the year, or rotate through several areas in survey fashion) and the acceptable amounts of learning activity unrelated to the activities of the placement site (e.g., travel to academic conferences, attendance at short intensive courses, attendance at sessions of Congress or the Supreme Court, visits to other agencies, or temporary assignments in another agency which relates to the intern's career goals) in which the intern may engage.

Executives and supervisors at internship sites may also be new to the program, and when this is the case, the program director becomes their source of information also on such matters.

There are important complications here, however, which lead to further potential roles (for the program director)—roles which involve the exercise of power, e.g., arbitrator, mediator, negotiator, and agent for change in site assignments.

Though site personnel may lack specific information, unlike interns they are in a more secure organizational position, and are thus less likely to be influenced by UCEA directives. As experienced supervisors and "old hands" in the Washington arena, they are likely to have their own strongly held preconceptions of the kinds of status, capabilities, role and activities implied by the term "internship."

Also, there are many different varieties of internship programs found in Washington (ranging from summer programs for high school dropouts to part-time programs for college students, to high level Presidential staff appointments).

The agency's and the supervisor's ideas of internships may therefore be very different from the program's concept of the internship as a policy and leadership oriented learning experience for doctoral level education professionals. There can be resentment and resistance to the program director's efforts to promulgate this latter model.

If these often unstated differences are not brought out and specifically challenged during the site selection process, then internship programming may result which does not meet program or individual intern objectives.

Furthermore, even if differences are confronted during site selection and the site formally agrees to follow the program's internship model, the site supervisor may in fact largely ignore this when arranging the intern's activities. The supervisor may think the program's espoused policies regarding internship activities are not meant seriously, or the policies may not make sense to the supervisor,

or the supervisor may find it to his or her agency's advantage to circumvent promises and use the intern in some way other than the program desires.

Thus, the intern may be given and coerced to accept tasks which are not learningful, or the intern may be related to inappropriately (e.g., as a low level assistant without professional rights to independent learning time).

The intern who is not satisfied with the tasks and opportunities provided by a site may find it difficult to confront the site on this. The intern usually has less professional/organizational status than the supervisor being dealt with; s/he has no official job description and other civil service protections; s/he is dependent on the supervisor's good will for getting a good job reference at the end of the year; s/he may not be sure about the "rules of the game" for Washington; and, finally, because of the transitional status, s/he is in a psychologically "unfrozen" state, less able to resist coercion (Kelman, 1974; Schein, 1961).

Because of this potential for power imbalance, the program director's roles of intern confidant and advocate are likely to be of key importance. UCEA has power through its direct and ascribed authority as manager of the program. UCEA selects sites and interns and has final authority over the matches that are made. As noted, it pays the interns their fellowship stipends and some other moving and professional travel expenses. It has more generalized power to the extent that its own organizational status and prestige, the individual

professional standing of its representative, the program director, and its designation as sponsor by BEH, create legitimacy and respect for it in the minds of interns and supervisors.

Where there are differences between an intern and supervisor, the program director may determine that an intern's expectations are unrealistic or not congruent with program goals, and may influence an intern to adjust his/her expectations. Alternatively, where the program director believes a site is not programming an internship in accordance with the program's objectives, s/he may try to influence the site to change this programming. The program director may also act as a neutral third party to promote problem solving where interpersonal relationships appear to be the source of conflict. If a difference is serious and apparently unresolvable, s/he may with the agreement of the intern and with or without the agreement of the site, pull an intern out of a placement and find (and officially approve) a more suitable site. S/he may also eliminate a site from consideration for a placement for the following year.

Although we have given names such as "organizational anchor," "expeditor," "information giver," "arbitrator," "confidant," "advocate," "negotiator," and "change agent," to the above roles, they are obviously both difficult to adequately describe and difficult to perform.

With this in mind, we can review the program's experience in such areas. It should be noted that personal style is a large component of many of these roles and that the program has had a new director in

the time period covered by this report; still this data is important because it can provide a better idea of the significance of and constraints on such roles in practice. The data will also serve as a basis for recommendations regarding both the NLIP and the internship programs in general.

As seen in great detail in past evaluation reports (especially the March 1975 feedback memo), relationships between interns and the program director were troubled in a number of ways during the first two years.

Much of this was related to structural/procedural problems referred to elsewhere in this report. As the section on "Recruitment-Selection-Placement-Startup" indicates, a number of early inadequacies in this sytem led to poor matches, difficult transitions, and so on; interns experiencing these problems made strong negative evaluations of program logistics and the informational support that had been provided.[1] Although for the most part, these problems were too late to correct that first year, the frustration generated by them was undoubtedly a contributing factor to the mistrust of and lack of confidence in the program director which was early and consistently reported by interns that year. Supervisors also questioned the effectiveness of the matching and transitional efforts, although not with such

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[1]In addition to the structural problems, in July 1973—in between the selection and start-up dates for the first year—there was a changeover of program directors, and this apparently caused additional misunderstandings between the outgoing and incoming program directors, interns, and sites.

intensity.

The mismatches in turn created other pressures on the program director role.

In several instances during the first two years, an intern and/or site supervisor (usually the intern only) expressed serious dissatisfaction to the program director and asked for either reassignment or for unspecified help. This called for activities as noted above, such as helping an intern and/or supervisor to decide whether a placement is salvageable or beyond repair; ensuring through problem solving, negotiation, or persuasion that changes are made to make a placement more satisfactory; or locating and approving a new site. However, as reported in feedback memos, interns and supervisors during the first two years widely viewed the program director as failing to effectively assume such roles and the exercise of power they entail. Several interns and supervisors (especially the former) claimed incidents in which they felt the program director had been "unprepared" (i.e., lacked a clear plan for dealing with), slow, or indecisive in handling intern-site conflicts; had not been willing to explore unfamiliar alternatives in reassigning interns (i.e., sites that had not been considered before); had taken a neutral or even pro-site stance in intern-site conflicts rather than be appropriately demanding of sites (or, in the words of one supervisor, "holding an agency's feet to the fire" to make sure it lives up to its reponsibilities as a placement); had inappropriately pressured interns to accept unsatisfactory situations not in line with program goals; or had broken confidences. In addition to such problems

with the handling of intern-site conflict, interns also complained about inadequate responses on logistic requests (e.g., requests for budget decisions and information, planning for in-service training activity) and about not receiving information on UCEA services and job leads.

Regardless of whether or not such claims were totally valid or were exaggerated, it is clear that there were some difficulties in program director-intern relationships as evidenced by the frequency and affect of complaints and the kinds of attributions and generalizations that were voiced at times by interns and supervisors (e.g., that the program director's personal style was to avoid confrontation and conflict, especially with influential or powerful people; that the program director as a young professional and UCEA as an academic-based consortium might not have the necessary stature or "clout" in Washington to facilitate conflict resolution; that an intern might be "sacrificed" or "betrayed" because UCEA and the program director did not want to confront certain sites in fear of jeopardizing other relationships outside the program which UCEA or the program director had or might have in the future with these sites; that UCEA and/or the program director was unresponsive or had an attitude of superiority toward interns because they were graduate students; that UCEA had chosen a "neutral stance" in intern-site conflicts because it was "insensitive to" or unconvinced of the inherently weaker position of interns in such conflicts; and so on. Several interns also reported that their commitment to the program had been lessened by these feelings.

At the same time, the program director expressed concern that interns had not acted responsibly in their interactions with sites and with the program director by doing such things as mishandling confidential information and making unrealistic demands on their sites (this was deemed the "prima donna effect").

In sum, as the above examples suggest, intern-program director mistrust and feelings of misunderstanding—related perhaps to other problems in the system—were important process or social-psychological concomitants of the program's early problems and one of the incentives for change.

As already noted in other sections of this report, UCEA and the program director initiated a very large number of changes in the first two years in response to ongoing evaluation data and their own perceptions of the program's problems.

The changes included better logistics around the selection process (e.g., early notification of selection), stipend payments, moving money, and other transitional arrangements; a more effective site negotiation and intern/site matching process, thus lessening the need for later conflict resolution and arbitration by the program director; an apparent shift in the program director's role definition to being more of an advocate for intern learning rights; and attempts by the program director to provide more information, through written materials orientation and subsequent meetings, about program logistics and UCEA as an organization, and about what resources the program could not offer interns (e.g., the program viewed itself as having limited ability to

assist interns in getting post-placement jobs); as well as other attempts by the program director to be more responsive to the needs of interns and to have clearer communications. Some of the changes, especially those entailing subtle shifts in role perception or personal style, took time to happen, continuing well into the third year of the program.

Recent evaluation data gives some indication of the relative success of the various efforts, and of the problems remaining at the end of the third year.

a) UCEA helped solve logistic problems and/or provided continuity and information during my transition from the university setting to my placement.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.0	3.14	4.17

Thus, the improvements in logistics were well received by interns, although they took two years to fully implement. This data concurs with data presented in the above section on the "recruitment-selection-placement-start-up" process. Feedback frequently received during interviews in the latter two years (as reported in March 1975 and Winter-Spring 1976 feedback memos) described UCEA logistic support in such terms as "grand" and "excellent."

As already noted, many of UCEA's procedural changes (e.g., arrangements for interns to visit agency sites and meet their potential supervisors before placements were finalized) were oriented toward improving the quality of matches. There is evidence that these changes worked both from the subjective reactions of supervisors and interns

(questionnaires, for example, were mailed after the third year selection and matching process to both the new interns and to those who had declined placement) and from that to the author's knowledge, no requests for reassignment or intervention occurred in placements where these procedures had been applied.

Problems and subsequent requests for reassignment did occur, however, in two instances in the second year. Two sites did not follow the new procedures, especially the requirement that potential sites provide an accurate and detailed description of the kinds of activities available at that site in advance to intern candidates, and the aforementioned requirement that interns and supervisors meet in advance of final matchings. These two instances renewed the concerns regarding the program director's conflict handling style. It was believed by many interns and supervisors (as noted in the March 1975 feedback memo) that the program director had in these cases not used his legitimate powers to force sites to comply with procedures.

Despite these problems, one noteworthy event in the evolution of the program director role occurred at the orientation meeting at the beginning of the second year. A heated discussion developed between some interns and supervisors on what constituted appropriate intern time commitments to one's site versus educational activities outside the site. A few supervisors made conformity producing remarks like, "I run my own ship, and my intern must do what I want and be at my beck and call," but the program director clearly expressed as a policy of the program the right of interns to negotiate with their supervisors,

and the discussion then continued with interns and supervisors expressing their opinions on this issue. Although no formal decisions were made at the meeting, interns and supervisors both later indicated that the confrontation had caused them to do more planning and to accommodate each other's needs during the year, and had led to programming more in line with the NLIP concepts. For example, supervisors made more efforts to plan in limited amounts of time for interns to complete their dissertations. Supervisors also noted during later interviews that the confrontation had sensitized them to do more advanced planning for the third year.

In line with ongoing data produced by the evaluation and analysis of the second year's experience, the new procedures were kept or refined for the third year (as described in detail in the final report by program management) and the program director appears to have taken a firmer stand in enforcing their observance by sites and supervisors. To this author's knowledge, there were not requests for intervention or reassignment during that year. There was thus less stress on the UCEA monitoring role and more reported satisfaction in the second and third years, especially the third. Mean responses on Item (b) confirm this report. The trend of increased satisfaction may also be

b) I am satisfied with the job UCEA did <u>in the first six months of my internship</u> of monitoring my satisfaction with my placement and intervening as necessary.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.5	3.0	4.17

attributable to the increased UCEA presence in Washington during the first part of the third year, as had been recommended by both the BEH site review and earlier evaluation reports.

Mean responses to Item c), however, remained lower. This may be

c) I am satisfied with the job UCEA did in the last six months of my internship of monitoring my satisfaction with my placement and intervening as necessary.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.5	2.86	2.83

due to issues concerned with UCEA's role in the termination stage of internships as discussed below, and also parallels the concerns (see below) that interns have expressed about the lack of contact with UCEA during the second part of the year—perhaps a consequence of the amount of the program director's time which was diverted to the first part.

As the issues of matching and monitoring have subsided, there remained however, as noted in Feedback memos, some negative feelings expressed by various interns about a perceived "unresponsiveness" in responding to oral and written intern requests for information, around a perceived failure to follow-up commitments made, and around the termination role.

For example, during the third year, interns and the program director planned to host a professional conference to provide UCEA graduate students an "opportunity to learn more about the Washington

environment, the leadership in Washington government and private agencies and current issues of national importance" (see October 1975 proposal), but the conference never came to fruition and was formally cancelled by the intern group. Several interns reported that the program director modified the plans of the intern group regarding the structure, format, and goals of the proposed conference in representing it to funding sources without first consulting the interns and also did not accomplish things in time regarding this conference. There appear to have been differences between what the program director and various interns thought had been decided or thought was happening. This is just an example of the underlying communication problems that appeared to exist. In fact, despite frequent expressions of interest by both program director and interns, the interns and the program director, to this author's knowledge, never made a formal presentation as a unit to a national meeting during the three years covered by this report, although several such presentations have occurred during the program's fourth year.

Mean responses to the following items indicate that while concerns over responsiveness seemed to have remained over the three years, strides were made in the issues of confidentiality and trust. Incidentally, in this context, it should be noted that the discussions of confidentiality during orientation sessions probably facilitated communication on this topic.

d) I felt I could tell UCEA my problems and complaints regarding my internship without jeopardizing myself.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.83	2.43	3.83

e) Statements made in confidence to UCEA were kept confidential.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.5	2.5	4.0

f) UCEA was responsive to (acted upon or tried to resolve) problems, complaints, and suggestions brought to its attention by interns.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.17	2.29	2.0

g) UCEA followed up on the commitments and statements it made to interns,

S,D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.5	2.43	1.6

Other data concerns the termination process. Termination includes the ending or winding down of the intern year and the finding by interns of post-placement professional positions:

h) In am satisfied with UCEA's role in the termination of my internship.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.0	2.86	3.2

Although finding the intern a post-placement job is not specified as a program activity in the grant program, many interns have at one

time or another argued that this kind of aid should be a UCEA or site responsibility. Rationales for this have included the personal disreuption, high expenses, and anxiety faced by interns who leave their home settings and come to Washington for a year, and the intern's distance from his or her home area and consequent disruption of professional visibility in that area and of normal job leads from major professors. Interns have made such suggestions as that UCEA should actively circulate intern resumes or use its perceived contacts and influence to get interns jobs, or that supervisors use their perceived influence to get interns jobs. UCEA and most site supervisors have questioned both the propriety and feasibility of such an approach—whether it is a proper use of influence and whether, in fact, such influence exists for the kind of professional level positions interns aspire to.

It may be that termination is an unavoidably frustrating experience. As one ex-intern wrote, "I'm not too sure that this (termination) is a role UCEA has. Professional transients, as most of us in our earlier years are, learn to terminate, move and adjust as part of their existance in future shock. Even a systems genius would have trouble programming for termination, when termination is a reality at entry."

Still it may be informative to look at the responses to the question:

i) How could UCEA have helped you more with the termination process?

1973-74 Intern Responses

By informing me of possible vacancies in the government—By being an advocate for intern placement in national agencies (government specifically) if interns so desire.

There was very little aid from UCEA in the job-hunt. Also, very little contact with the interns was maintained following termination (out of sight, out of mind).

Could have been on top of financial records. Initiated some policies on remaining intern travel and educational funds prior to termination.

About only thing I can think of was some response, even if totally negative, of computer operated job search conducted by UCEA commencing about February or March, 1974.

1974-75 Intern Responses

Assist in placement, publicizing internship to prospective employers and colleagues.

Better placement effort.

Greater use of NLIP members on panels at national meetings (and other such programmed dissemination of NLIP experiences and impressions to UCEA and other education networks—personal, programmed, oral participation would have been most efficient in time-involvement and spread of ideas, and personal visibility for career progress by NLIP folk).

Could have been more closure to experience.

I really didn't need their help, but it makes you feel very strange for things to end without even a goodbye!

Not me specifically but UCEA could have helped more with respect to job placement for those interns having problems securing employment.

No complaints or suggestions—UCEA allowed me

to use my own discretion and I believe this is as it ought to be.

We several times asked UCEA through the program director to prepare and distribute attractive brochures like other programs do describing individual interns and their respective competencies to prospective employers (agencies doing hiring), and to create exposure opportunities through such things as setting up ties at other UCEA universities or writing to and setting up interviews with potential employers. The program director would promise to do these kinds of things—so we therefore would take no further initiative in these areas—but then he didn't follow through on any of these things.

1975-76 Intern Responses

Provide more accurate (and early) information on final payments. More help with job seeking. Some more personal touches in the phasing out period—it just sort of lost strength and ran out of momentum.

(Should have) visited the site during the last two or three months to meet with me and supervisor to discuss evaluation of program.

After January, no contacts were made with interns. Two group letters from the interns explicitly requesting a written response (January, June) were completely ignored.

No suggestions.

Aid in securing employment! We were uprooted from our previous employers and contacts (and specialty fields)...therefore, finding employment was difficult for many of us.

Many of the concerns raised in the above comments appear to be related to the already discussed general concern over responsiveness of program management.

General recommendations regarding the UCEA informal role are

available in the various feedback memos, earlier evaluation reports, and program proposals. Additionally, we present below combined and edited responses to questionnaire items regarding:

j) How could UCEA be more helpful to interns (i.e., how should UCEA have acted differently and what things should it have done during the year)? and What major changes, if any, such as a different role, location, etc., would you suggest for the program director?

1973-74 Intern Responses

UCEA representative needs to be local to Washington (at least initially).

Inform interns about future opportunities, by investigating agencies in Washington and informing interns about positions and by telling agency chiefs about the UCEA program.

Provide continuous support to the interns—keep on top of problems rather than fly in to put out fires.

Initiate Washington contacts, meetings, etc.

Accessability is the key to a more effective UCEA role.

The project director should be housed in D.C. The project director should take a much more active role in the supervision of interns rather than divide his time between UCEA activities and intern activities —I felt cheated by the lack of contact.

1974-75 Intern Responses

Be more responsive and available to interns— Washington-Columbus is too far apart.

UCEA should be an advocate for the interns when such intervention is necessary (unless an intern is clearly in the wrong); it should help interns secure alternate placements when their placement is not working out and it should do so quickly In addition UCEA should play a much more direct

role in securing jobs for interns who seek employment.

Treat us like human beings! They chose people who were already successful and did little or nothing to make the intern experience successful. The success any of us had was in spite of UCEA.

I still believe having the director in D.C. for the first couple of months and last would have been valuable for all.

Have a more autonomous, powerful director, preferably a practitioner/professor with acknowledged prestige and support in field and in D.C., with at least some non-federal, non-UCEA salary funding (.e.g, sabbatical pay); UCEA provide expenses and UCEA staff support (e.g., coordination of intern funding payments, typing, duplication, mailing, etc.) out of grant.

UCEA is bacially impotent in dealing with intern bosses; once an intern is assigned to an agency/ boss, UCEA has no clout.

Make interns feel part of UCEA by involving them in other UCEA activities.

Rethink UCEA's (minimal) commitment to job placement for interns at the end of the NLIP year. It is absolutely ridiculous to expect people to come out of doctoral programs and spend a year in Washington without a strong "assist" from the sponsor in finding a suitable position.

I strongly feel that the role of UCEA needs to be explored pertaining to UCEA as <u>mentor</u> of the interns.

Base director in Washington first 2 months for intern accessibility.

I believe that UCEA should function in an advocacy role for its interns if they need and request help with placement problems.

With respect to program directors, I think that there ought to be two; one located at UCEA who serves in an administrative capacity and one based

in Washington who serves as a "big brother or sister" and advocate for the interns.

The program could be improved by providing an open flow between the intern, supervisor and the UCEA director and maybe our home university. There were too many problems that were never discussed, we were made to feel like naughty children. This only hinders growth among people who are at the level in their career that we were.

The program director should be located in Washington and be a person of stature in the education community—preferably someone with Washington contacts.

I find it hard to be too critical when things have worked out so well. However, I think some of the things that happened to me and others were very wrong and should not be allowed to happen again.

1975-76 Intern Responses

It should answer letters promptly and directly Two of my requests for travel reimbursement took two months before answered; the group letters were totally ignored.

Provide immediate feedback regarding intern requests for information on the status of the intern activity fund; further the use of group activity. Funds should be well defined at the beginning of the intern program.

Keep in closer touch with interns after summer months. Follow through on programs proposed by interns. Treat interns like responsible, professional people.

More regular contact—if only to check in and see how things are going. More responsibility to UCEA for setting up meetings—though not necessarily in deciding what these should be.

Group intern activities were almost non-existent the last six months. A calendar of activities should be established for that period by January, so that interns can mark their calendars and plan other activities around the intern meetings.

I would like, and have suggested, giving our intern group the opportunity of meeting ("keeping communication channels open") next year with "left over" FY '76 funds. This was never acted upon. UCEA was not responsive to our proposals, to our letter concerning the selection process of FY 1977; nor to our suggestions for a (post-selection) communication network.

We should be able to tap UCEA resources more fully, how can this be done? There were no activities after January, why not? The refusal of UCEA to answer correspondence within a reasonable time frame annoyed me.

Different role, location, etc., for program director—he should be in D.C.

Washington location for program director.

Program director should be located in Washington to insure integration effect. Would also be more likely to arrange placements in a wider range of agencies and/or organizations. Director would also be more likely to take responsibility for arranging intern activities.

While it is not possible to code or analyze the above recommendations, we can summarize some of the common themes in these responses as: the program director should advocate more and take a more confrontive role toward agencies, interns, and supervisors; the program director role should be more of that of an ongoing leader versus that of an admissions committee and matchmaker; the role should include more regular contact with interns and supervisors; the program director should be housed in Washington, D.C. or at least spend a larger amount of time there during the year.

Clearly the program management role was a continuing area of concern for many of the participants in the program, although some

progress was noted. Many of the difficulties may be built into such internship structures such as: the anxiety producing nature of the one-year internship; the impossibility of meeting all demands and needs with limited personnel resources; and the difficulties of communication in a program involving many sites, or may be a function of idiosyncratic factors such as personal style. As we have noted, the program has at this time a new program director, a new intern group, more experience (especially a clearer normative model of the internship process), more understanding of its goals by universities and site supervisors, and some new sites, so the problems discussed above may not re-occur. Therefore, we make no specific recommendations at this time but rather think it important to point out the general significance of the program director role for programs of this sort and hope this information will be useful to others. Significant points to note are the following:

1. The program director role is key to the effectiveness of internship programs through the formal roles delineated in the program charter, through the informal roles described above, and through his/her role in the initiation of in-service educational activities as delineated in elsewhere in this report. The importance of this role needs to be taken in mind by institutions, organizations, and agencies which set up internship

programs—when they formulate the program director role, when they decide where to locate management, when they hire the program director, when they structure the program, when they decide on time commitments, and so on.

2. The program director is a significant organizational anchorage (both information and personal support) for interns, and therefore programs should try to avoid switching program directors during internship years. If this must be done (for example, when a program director terminates employment with the managing organization) it should be done carefully and with a thorough exchange of information between the outgoing and incoming program directors.

3. Complex and/or spread-out internship programs like the NLIP and perhaps other cross-fertilization programs with part-time temporary participants are truly centripetal programs in which time commitments to other roles (e.g., the tasks at one's site) and the pull of various organizational forces together lessen the contact of the parties necessary for problem resolution, while at the same time creating conflicts in expectations, goals, and so on. There is therefore both a great need for

and great difficulty in achieving adequate communication and coordination between all parties (e.g., interns, sites, sending institutions like graduate schools, sponsoring agencies, and managing agencies) regarding such things as time commitment of interns to their placements versus other learning activities, types of tasks assigned to interns at their sites, and so on. This job of coordination, communication and monitoring of the satisfaction of the various parties may require enormous amounts of time and the frequent physical presence of the program director for its effective performance.

4. The selection and start-up stages are the first interaction of program director, interns, and supervisors, and set the tone for later interactions. Both the later smoothness of program operation and the ways people later relate to the program director will be largely determined by the adequacy of the selection and start-up process and by the interpersonal style demonstrated by the program director during this phase.

5. The program director role is not an easy one. In programs in which interns face many transitions (e.g., role, location, or change in academic subject) the program director may take the brunt of the anxiety these transitions generate.

6. Furthermore, as indicated in the section on methodology, if an intervention evaluation system of evaluation is used, as it was in this program, such procedures which emphasize the constructive use of compliants may at least temporarily increase the amount of hostility directed at the program director.

7. Throughout the internship period, the program director role will require sensitivity and respect toward the situations of both supervisors and interns. Also, because of the different interests involved, this role will require the abilities to confront, negotiate, and arbitrate without much defensiveness.

8. Furthermore, it should be noted that programs which attempt to change the concept of "what is an internship" will confront the status quo, often causing considerable resistance and, in turn, stress on the program director who attempts to operationalize this change. As discussed earlier, in the NLIP the internship was espoused as a high-level individualized learning experience in policy and change with considerable professional prerogatives and in a field complementary to but different from the site's main thrust. This ran counter to the traditional way of being "thrown in" and socialized to the bureaucratic norms and routine thrust of an agency as a surrogate

employee or low-level assistant with rather programmed responsibilities. Part of the pressure on the program director role in the NLIP, as discussed above, might be understood as a reflection of the struggle between interns, sites, and program director that such a change attempt entailed.

We have discussed in such great detail both the UCEA informal role and the recruitment/selection/placement/start-up system because they were major problem areas and because of their key relationship to NLIP effectiveness. The general significance for internship programs of these inputs has also been discussed. We now discuss other inputs to the program.

4.4 On-site exposure to learningful tasks

Obviously a key input—the "meat" of the program—is the specific activities or tasks that interns get to perform in their placements. These tasks should give the intern exposure to policy and leadership from a national perspective and to issues of the complementary field.

No attempt was made to rigorously tabulate the various tasks that interns did in their placements and to classify these according to the kinds of exposure they provided. However, as discussed in various feedback memos and evaluation reports, it was apparent from perusal of sample diary forms and intern-supervisor "contracts," and from interviews of interns and supervisors, that opportunities for

such exposure regularly occurred in most placements. In a sense, the availability of such tasks was regarded as a norm; indeed, as discussed above, those instances in which they were not available in enough quantity appear to have been the major basis for complaints and requests for reassignment.

Indirect evidence of the nature of internship activities is also seen in the reported intern learnings and in the achievement of integration of fields (both in the placement site and in the post-placement job) as discussed in latter sections of this report.

4.5 Intern-supervisor relationships

The intern's immediate supervisor at his or her placement site chooses the tasks the intern is assigned, the meetings the intern gets to attend, and so on, and thus his/her good will and high expectations in assigning meaningful tasks is essential to the success of the internship. In addition to these "gatekeeper" roles, the supervisor is also a potential source of such things as advice, (particularly information about the complementary field, and about national politics and government), "moral support" and socialization into the profession.

Although as discussed above, there were some problems in the handling of those intern/site conflicts that did arise, the actual average quality of intern-supervisor relationships appears to have been relatively high judging from questionnaire returns as follows:

NOTE: If you had more than one supervisor, please answer for the supervisor you spent the most time with.

a) I was able to trust my supervisor and openly shared my feelings and opinions (including those involving him or her) with him or her in confidence.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.33	3.62	3.67

b) I received an adequate quantity of feedback on my performance in the placement.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.67	3.75	3.33

c) The feedback I received allowed me to make specific changes in my behavior or ways of doing my work.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.5	3.75	3.4

d) My supervisor overprogrammed my activities for me (gave me too much instruction and detailed assignments: not enough room for choice).

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	1.83	1.63	1.83

e) My supervisor underprogrammed my activities for me (gave me not enough instruction, details, and specific assignments: too much freedom to "flounder" around).

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	1.67	1.75	2.0

No norms to which this data might be compared are available for other employee-supervisor or intern-supervisor relationships, although it is hoped that this present data can serve as baseline data for evaluation of the program in future years. However, it is the author's opinion from informal research and consulting experience with other organizations, that the responses to item a) above indicate a relatively high level of perceived trust compared to typical intern-supervisor or employee-supervisor relationships.

Responses to the following open-ended question are of some interest because perceptions of training needs are also likely an indicator of the kinds of existing or potential issues interns faced in their placements, especially those issues regarding relationships with their supervisors:

f) If there were to be a special "training" meeting of supervisors prior to the beginning of the internship, what should such a session include?

1973-74 Intern Responses

More planning in some agencies to improve intake and commitment to intern.

Tips on how to provide a meaningful experience for an intern (based on feedback from former supervisors and interns).

The issue of feedback was a continuous problem for most of the interns—a session raising this problem and highlighting its importance would

be important.

Concept of an internship.

Role of supervisors in internship.

Agency role in internship.

Limit session to about 2 hours, reiterate objectives of internship, throw open for general discussion.

A process which allows supervisors to reflect on their own functioning at a similar era (to the internship) in their development. A discussion of the skills and abilities an (intern) individual brings to any situation and how his/her role can be shaped to utilize those skills (e.g., a planner in planning, a specialist in a particular area in that area).

1974-75 Intern Responses

How to disperse responsibility to interns.

How to develop trust.

Staff development other than intern experience.

Emphasis on intern as apprentice in supervisor's work, not as regular employee.

Stress on balance between use of intern's already-acquired skills and knowledge, time to be spent for exploration.

Acquisition of new skills and knowledge.

Premeeting: intern and supervisor (individually)— write objectives for just three month's of year's relationship.

Meeting: sharing and negotiating.

Allow them to express their feelings about having an intern, and don't make them if they don't want to—a "training" meeting is not going to change things

Clarity about the role of the intern at the agency, the intern's relations to UCEA and UCEA activities,

and the role of evaluators.

Assessing the individual's needs and making them commensurate with the organization's.

1975-76 Intern Responses

I think that any such "training" should be handled carefully (and probably not called training). Most supervisors have had considerable administration experience and tend to resent "training" per se.

Tell them that interns are professional people, not high school drop-outs!

Insistence on one clearly assigned supervisor for each intern, not two or more. Elicit a commitment to provide broad learning experiences to intern. Clarification of role of UCEA, BEH, supervisor, intern, other workers at agency.

Discussion of ways to use an intern's skills in a manner appropriate to both intern and agency.

4.6 In-service educational activities

In-service education refers to the provision during the internship year of structured activities outside the individual placement for additional learning and professional development.

Such activities, whether arranged on a group or individual basis, have several purposes.

The first and most obvious purpose is to broaden the intern's knowledge beyond that of the workings of his or her individual placement and to gain knowledge about other educational organizations and about other subjects relating to education. Examples of such input would be sessions on evaluation methodology, educational planning or

organizational development, or group interviews with individuals who represent national educational perspectives in the executive and legislative branches of government.

A second use of in-service education is to overcome specific content deficiencies which an intern or interns may have which hamper their effective performance in their internship. For example, an intern with a general education background may need to take a technical course in special education in order to get the most out of his or her special education internship placement, or for another example, the special educator may need to take a course in school finance concurrently with a general education internship placement.

A third use is to give interns the necessary personal skills to make better use of their group and their individual placements. For example, team building activities may help facilitate interns in their efforts to plan further in-service activities, or training in goal setting may help interns to more effectively plan their year's activities with their supervisor.

In-service professional development has gradually been conceptualized as a key component of the internship program. It was not a major component of proposals in the early years and was virtually nonexistent during th first year except for short outside courses related to their placements that a few individual interns independently attended and a few meetings to share their Washington experiences that interns spontaneously arranged.

Evaluation during the first year indicated that interns and supervisors both saw a need for in-service educational opportunities, and that in particular, the beginning orientation program (see above section 4.1) should include cognitive components as well as the organizational development activities initated during the first year's orientation by the evaluation task force. In response, some in-service seminars (for example, a meeting regarding lobbying and the special education network with Mr. Irvin Schloss of the American Foundation for the Blind) were provided to interns at the beginning of the second year, especially during the orientation program.

However, almost no organized in-service activities occurred beyond the first two months of the second year. This may be because interns became so actively involved in their individual placement activities that they did not really want to be "distracted," or because either the relationship difficulties between the intern group and the program director or competitiveness among interns (see following section) made it difficult to cooperate on planning group activities.

In view of the continuing need expressed by interns and supervisors for the provision of in-service professional development activities, it was suggested that UCEA directly take on the responsibility for structuring intern interaction and professional enrichment activities in the early part of the third year, because interns are in most cases undergoing too many role stresses and transitions during the early months to be proactive in the structuring

of in-service activities. It was felt that after a few months, however, given the benefits of team building and experiences as a group and increased feelings of security and mastery in the placement, interns could gradually supplant the predefined structure arranged by UCEA with an emergent one keyed to their own social structure and needs. For example, interns would begin to arrange their own meetings and social events, choose their own speakers and training activities, and so on, as is characteristic of autonomous, educated adults.

The program director did initiate many activities for interns during the first several months of the third year of the internship program, including a systematic program of visits to the agencies participating in the NLIP. Although the relationship problems referred to elsewhere did somewhat interfere with the ability of interns and the program director to cooperatively plan in-service activities, especially during the latter part of the third year, these visits (as well as further meetings around important institutions and individuals in the educational field) occurred with much greater frequency in the third year than in the first two years, and the interns did assume greater responsibility for the structuring of such activities in the latter part of the third year.

In the fourth year of the program (as indicated in the November 1976 proposal especially pages 34 and 35), even more extensive and varied in-service activities have occurred, and the planning of these has apparently been aided by the cooperative efforts of the fourth year

interns and their program director.

Responses to the following Likert item indicate the increased perception over time of in-service activity adequacy:

a) Enough opportunities were available for in-service professional development (e.g., training sessions, speakers, etc.) outside my specific placement.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.8	3.5	4.0

Also of interest are the responses to the question:

b) If you feel there were not enough inservice professional development opportunities, please specify the kinds of activities that should be available.

1973-74 Intern Responses

More interactions with government agencies, more time with national organization.

Exposure and interaction with a variety of D.C. leaders; politically, educationally, etc.

Cannot state specific content areas, however, a series of 3-day workshops for in-depth training in areas of interest would have been helpful.

More general information on the workings of the government. More opportunities to observe the legislative decision-making process.

*Frequent in-service meetings which would bring in more of the persons that are actually involved in major current "happenings" in the field. (In this regard, I would have liked to have had more information on the D.C. court case—a major event happening while we were there.)**

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*These responses received as part of responses to question (see section 4.2 for full question) regarding "What major changes would you recommend to improve the program?".

1974-75 Intern Responses

There were several such opportunities available because in Washington that's what happens. However, UCEA did little to let us know about them, arrange for us to attend, etc. In fact, in my placement I was denied the opportunity to take advantage of this sort of experience.

Practicums with handicapped people would give credibility to those of us switching fields.

There should have been workshops on article preparation and the submission process and on resume preparation (by an experienced personnel type).

1975-76 Intern Responses

I believe that other activities should have been scheduled in the second half of the year. It would have been beneficial to visit the Supreme Court, NIE and other agencies, like NEA, ERS, NSPRA and parent advocacy groups.

I feel that any in-service professional development not offered to us was due to lack of interest on the part of the intern group, not UCEA.

More sessions dealing with writing proposals, for those who were not in placements where this could occur. More opportunity to visit school systems to observe impact of some of the legislation—for example, School Lunch Program, etc.

I believe more planned involvement in Washington experiences of interns as a group would be beneficial.

I believe that activities should also be encouraged for the interns in the second half of the year when they are more knowledgeable of the Washington scene and thus can profit more from such experience.

4.7 Intern-intern relationships

Effective intern peer relationships are integral to the planning of in-service professional development activities as discussed above. Such relationships may also facilitate the sharing of experiences among interns and the non-competitive support to each other around problems at their sites and around issues of job seeking, and may provide the basis for an ex-intern network supporting the integration of general and special education.

Like in-service professional development, the intern-intern relationship was not initially perceived as an important input into the internship learning experience, but was only gradually recognized as such. As noted in the discussion of in-service activities, after the orientation session, few opportunities for intern interaction were officially arranged during the first year. However, in the course of banding together during the orientation to address (see section 4.1) perceived common problems, various interns developed friendships, and portions of the group met on several occasions thereafter. These get togethers were more for the purpose of sharing feelings and offering support (around issues such as difficulties with supervisors or program director and the perceived lack of structure in the program) than for the purpose of in-service education. Efforts to do the latter by sharing information about their activities, as well as efforts to share job leads were hampered by concerns that confiiences about one's site would be repeated, anxieties of competition for jobs, and

so on. The interns and the program director were too much strangers to each other to be able to confront such problems, and there was unfortunately no structure to help them develop the necessary trust to overcome this social distance.

At the end of the first year, the evaluator wrote:

> It would seem obvious that there is much to be gained from the peer group in an internship. Interns can engage in common explorations of a subject, can visit places and people of similar interest and can, most of all, learn vicariously from one another by sharing their own feelings, ideas and experiences. But in fact interns often end up realizing too late that they have missed out on many of these benefits. We think this happens to interns because the role demands of their individual placements and the stereotypes of each other's agencies act to pull them apart while at the same time the common goals and tasks necessary to bring them together are not present. . . . Host agencies often de facto define the placement itself as equivalent to the entire internship and "suck" the intern into a very demanding work schedule which does not allow for other kinds of experience. As a result of such factors, in our opinion, it took several months for the 1973-74 UCEA interns to develop the trust, common history, and freedom from their placements, to effectively work as a group.
>
> To speed up this important process, we therefore recommend that interventions be made early in the internship year to facilitate team building among the interns. Team building methods are a conscious attempt to build a group so that it can better accomplish its purposes. Through sharing information about each other the group comes to better appreciate its diverse resources and to connect with one another. Through common experiences, often simulated, the group learns processes for working effectively together. A more cohesive group is committed to each other and its own purposes and is not so apt to disband with the pressures of the job. Moreover, a strong intern group is more powerful in making reasonable demands for learning and job fulfillment. (From Unger, UCEA National Level Internship Program, A Year End Report on Evaluation Activities.)

Such activities were implemented in very limited form (one half day) during the first week of the 1974-75 internship year and again at the beginning of the 1975-76 year. Additionally, in the course of in-service seminars and social activities, interns got to know each other better. In light of the above paragraph it is interesting to note the interns were especially active as a group in negotiating better conditions for learning experiences during the 1974-75 year.

The nature of specific in-service activities over the first three years of the program was described in the last section. Responses to the below questionnaire items indicate ex-interns' assessment of the value of peer relationships:

a) What values, if any, did interaction with the other interns have for you?

1973-74 Intern Responses

If not for the other interns, who gave support as well as a social outlet to one another, the year would have been intolerable. This was especially true during the first few months of the year.

Acquiring knowledge from them that I did not previously have, particularly in the area of special education.

Information exchange about national programs, as well as a community for discussion about common problems.

Learned a great deal from them, i.e., of their work, their thinking. Formed several solid friendships.

Great interpersonal and social value.

1974-75 Intern Responses

Personally, most relationships were very satisfying. Professionally, one or two were rewarding, however, I doubt contact will continue in future years.

Knowledge of other national agencies/future contacts.

1) To broaden the base of knowledge beyond one's placement. 2) To provide a forum for sharing successes, frustration, etc. (Psychological dimension).

There was great value for me in this interaction . . .I had problems in my placement and the program director was unable to handle the situation; without the support of the other interns, I would probably have returned to my home university.

Inestimable both in the short and long run.

Because other interns were from other universities, they enhanced my view of other programs at other institutions. In addition, peer group interaction was most helpful in developing yet another view of national level agencies. Furthermore, the social contacts provided by the group were also important to me. In sum, other interns helped broaden my perspective and provided social contacts.

1975-76 Intern Responses

The opportunity to bounce off ideas with others and share perceptions of legislative processes and agency activities was invaluable.

Opportunity to discuss our "Washington experience," opportunity to exchange ideas, experiences.

Much—perhaps most in my "emotional growth" other than professional.

The interaction with other interns provided the unstructured professional development. The individual differences with respect to per-

spectives were key to learning new skills, challenging attitudes, and valuing diversity.

The diversity of personal backgrounds of our group contributed to a better understanding of other ethnic groups and races. I also value the friendships I made, some of which promise to be long term.

I valued this interaction very highly. There was opportunity to obtain information from those with other backgrounds, to observe different working "styles" and to receive support from these terrific people.

b) If I had a problem or complaint regarding my internship, I would feel it of benefit to discuss the issue with other interns.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.0	4.67	3.83

c) Interaction with other interns was an important part of the year's experience for me.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.0	4.83	4.5

d) I felt enough opportunities were structured by UCEA to get to know one another.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.2	4.0	4.17

e) If you feel more opportunities should be provided, please specify their nature, purpose and who should be responsible for organizing them.

1973-74 Intern Responses

Opportunities were more than adequate in my view.

UCEA needs to play a strong role initially. It's up to the group after that.

1974-75 Intern Responses

I think a time at the beginning to get acquainted is important followed by monthly meetings for informal interaction other meetings on common interests, problems of placements, special speakers; topics of common need or concern, meetings with people on the hill, etc.

In the case of our group, this interaction was encouraged in the beginning, but when we grew close and when we wanted to exclude the program director from our meetings, UCEA began to discourage our interaction.

1975-76 Intern Responses

No responses received for this question.

There appear to be a great quantity of formalized opportunities for interaction during the fourth year, including the planning and presentation as a group of several symposia before national educational associations.

4.8 Graduate school preparation and liaison

The National Level Internship was designed as an educational experience to supplant—for a select group of potential leaders—the learning opportunities offered by doctoral programs in special and general educational administration (by offering national level policy oriented experience in a complementary field). This was in line with the NLIP genesis in the General-Special Educational Administration Consortium which had as one of its goals the improvement of doctoral

preparation programs (Yates, 1976).

The university's responsibilities in the program were defined in the various UCEA proposals for the program as: preinternship academic preparation of the intern; articulation of the program to potential candidates; ongoing contact and consultation with interns who are still completing their university program; and adaptation of future internships and preparation programs based on evaluation of the internship.

Some feedback from ex-interns regarding the effectiveness of the preinternship academic preparation of the intern, and how it could be improved, is available in responses to the following questionnaire items:

NOTE: In responding to the following two items, please ignore the obvious content deficiencies of a general education background for work in special education, and vice versa, but do take note of other content or skill deficiencies.

a) My graduate educational preparation (courses, practicums, thesis, etc.) was relevant to the demands of my internship placement.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.2	3.0	4.17

b) In what ways could your graduate school education have more helpfully prepared you for the demands of your placement? For example, are there subject or skill areas which should have been covered in more depth?

1973-74 Intern Responses

I needed more training in administration.

None that I can think of at this time.

School finance and budgeting should have been included in graduate program.

Running group meetings. Preparing agendas, building agendas. Staff conflict resolutions.

None that I can identify.

1974-75 Intern Responses

The demands of my placement were so nebulous that no graduate school would have applied. In fact, at (my placement) I was constantly reminded in one way or another that grad school really was no substitute for that good old campus of experience.

More organizational psychology, practical skill, i.e., PERT, PPBS, personnel management.

National politics of education, legislative process, federal agency operation and administration; relationship between research, administrative, and political processes, nature of data used in these processes and the level of data certainty upon which decisions are made; role of advocates vs. professionals.

There could have been more emphasis on school-related issues at the national level. Also, more comparison of school systems across the country.

Only one area of administrative skill development seemed to have been neglected or ignored—more by myself than by my advisor—and that was in Budget Analysis and Preparation.

Yes. More background in both school finance and school finance as it relates to special education.

1975-76 Intern Responses

I could have benefited more from an in-depth treatment of school law and school finance, as well as some introduction to the field of special education.

Skill in responding to proposed regulations and/or policy, greater knowledge of federal educational policy, i.e., special education, ESEA, Indian ed.

Yes—proposal writing, federal legislation!!! (really, the legislative process in general).

I was well prepared.

I could have used more emphasis on the legislative aspects of school law rather than almost total concentration on the litigation aspects.

Ongoing contact between the intern and his/her home university during the internship year has been defined as an important input for two reasons. First on an intellectual level such contact helps the intern integrate the internship experience with his or her academic training. Secondly, on a practical level, such contact helps the intern (unless a doctorate has already been completed) to finish his or her thesis and to meet the expectations and requirements of a degree program.

One piece of data on this input is the responses of ex-interns to the question:

c) Should there be a more active role for home universities?*

1973-74 Intern Responses

I lost contact (almost completely) with the university. For this reason I think that active communication be made a necessary part of the program. Possibly having the major professor make periodic visits to D.C.

The sponsoring university should commit to two trips back to the campus in order for interns to:
1) confer with committee about their curriculum;
2) exchange information about intern program with professors and graduate students.

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*These responses were received as part of responses to a question (see Section 4.2 for full text) regarding "What major changes would you recommend to improve the program?".

Universities should invite interns back for a period of several days to interact with professors and students in several areas and extend the cross-over benefits.

Yes. They should be in contact with their intern to measure relativity of their program as well as utilize his/her experiences with others in training.

1974-75 Intern Responses

The "relationship-with-home university" aspect is meaningless for those with degrees—so decide whether to take post-docs or those "in-process" before rethinking this relationship.

More active role for home universities of interns—one can serve as a lever to see that contracts are lived up to and one's training and academic background are used within one's placement.

More active role for home universities of interns.

1975-76 Intern Responses

More active role for home universities of interns.

I was never expected, nor asked, to "give" anything to my fellow doctorate students at (my home university)—I wish travel funds had been provided for interaction of interns and fellow graduate students.

Recommend more active role for home universities of interns.

A final piece of data is the responses of doctoral advisors (queried during Summer 1976) to the item:

d) In retrospect, in what ways do you think UCEA should have involved you in student's Washington internship experience? Your recommendations for the programming of future National Level Internship experiences would be helpful.

Conference between internship supervisor and advisor, scheduled by UCEA.

Provide role for advisor—for example, in helping interns extricate themselves from unsatisfactory assignments.

Periodic reports.

Meeting of advisor with organization to look over plan of work for intern data or deadline for receiving product from intern, semesterly report by intern to university on progress of internship.

Closer personal contact with Washington representative.

Advisor working with "sponsor," discuss progress, offer suggestions and advice concerning future assignments and developments.

Enhance and institutionalize communication channels between interns and doctoral advisors, between campus and field of practice.

Creation of mechanisms such as newsletters, phone calls, outside visits.

I think it might have been helpful if myself and other professors of record for the internship students would have been brought together with interns sometime during the internship and probably about a third of the way in. We tried to piece things together and coordinate with each other (the intern and I) but I'm not convinced that it was as effective as it might have been had we both been involved in some sense of common effort for the internship.

I would certainly recommend that the leadership of the internship consider bringing the professors and the students together at least at one point during the internship period.

4.9 Evaluation's role

It has been stressed above that the intervention—evaluation design which was developed for the program was itself explicitly conceptualized

as an input into the effectiveness of the program: i.e., intervention evaluation aims to help a program change and improve itself through learning from its experiences.

The following questionnaire responses give a flavor for the nature of the evaluation role—as perceived in retrospect by the most immediate clients, the interns—and of the various strengths and weaknesses seen in this role:[1]

a) The difference between the evaluator role and the program director role were clear to me.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.2	4.14	4.33

b) I felt I could tell the evaluator my problems and complaints regarding my internship without jeopardizing myself.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.67	4.14	4.0

c) Statements made in confidence to the evaluator were kept confidential

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.83	4.83	4.33

[1]The general tone of the following responses is similar to that seen in anonymous questionnaires sent to interns and supervisors in the first year and the data seen in interviews.

d) The interview summaries presented by the evaluator at "feedback meetings" during the year accurately portrayed the opinions of interns.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.5	3.86	3.4

e) The evaluation activities (the data collection, feedback meetings and written summaries) affected UCEA's behavior and attitudes with regard to your year's intern group.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	2.67	3.17	3.75

f) The evaluation activities (the data collection and feedback meetings, and written summaries) have affected UCEA behavior and attitudes with regard to the next year's intern group.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.17	4.0	(not asked)

g) What I liked most about the evaluation or evaluator was:

1973-74 Intern Responses

Personal qualities: Interest, honesty, integrity.

Totally non-threatening. Sincere effort to provide accurate information.

Openness. Enthusiasm.

Concern for the program. Concern for the interns.

Cooperativeness and patience. Concern and honesty.

Evaluation was fine.

1974-75 Intern Responses

Realization of evaluator sincerity just before internship was completed.

Candid honesty.

Willingness to communicate; interest, knowledge-base and idea-generation; concern.

The consistent interaction.

Easy to talk to and communicate with.

Personal interaction.

1975-76 Intern Responses

Good communications skills. Supportive attitude.

Evaluation—gave interns a point of reference background ehlpful.

The pleasant, warm, congenial approach.

Sensitivity to interns' problems with project director.

h) **What I liked least about the evaluation or evaluator was:**

1973-74 Intern Responses

Impact that evaluation had on intern, agency, or UCEA was questionable.

Results didn't have an effect (during 1973-74) on the problems encountered.

Unclear role in the program.

1974-75 Intern Responses

Can't think of anything.

I would have liked it to have had more effect on UCEA.

The evaluation process is not clearly outlined or defined.

Evaluator should not be year-to-year conditional with UCEA but hired for duration (partial funding autonomy, power in field should probably be required).

Not enough evaluation; only came around when information was required.

Apparent lack of evaluation's impact on improving quality of internship.

1975-76 Intern Responses

Insufficient feedback.

Lack of regular contact—a sort of fading in-fading out feeling—to the evaluation. I think that part of this problem is distance. Both Columbus and Boston are pretty removed from D.C.

Failure of evaluation to change project director's behavior.

Lack of presence.

i) What other kinds of data should have been collected during your internship year and what other things should the evaluator have done to be more useful?

1973-74 Intern Responses

Specific periodic progress data related to original objectives.

It is very difficult to respond to this item. We tended to use the evaluator as a "go-between" with UCEA. If UCEA had done a more adquate job (in 1973-74) perhaps the evaluator's role would have been different.

Impact on agency/supervisor by the intern.

Specific and candid supervisor's report of performance by the intern.

1974-75 Intern Responses

Develop trust with interns earlier; data on the congruence between contractual obligations and progress toward accomplishing objectives.

Supervisor evaluation.

I think that the role of the evaluation should have more clout with UCEA.

Define objectives and procedures of evaluation earlier in year.

1975-76 Intern Responses

Need more regular schedule for data collection and feedback.

Should collect more data concerning the relationship between the interns (group and individual) and UCEA.

j) Overall, I think the evaluation component has been useful to the internship program.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.17	3.67	3.00

A few themes seem to emerge from this mass of data.

First, the evaluation is seen as fair, supportive, honest in expressing interns' concerns, and helpful in dealing with program management.

Second, several interns had concerns over whether the evaluation role was sufficiently defined and whether the evaluation had sufficient and proximate impact on the program management and structure, especially during the first two years.

Third, the drop-off in the regularity and frequency of the evaluator's contact with interns during the third year (the consequence of a switch from a primarily interventionist focus to one more emphasizing description and preparation of this final report) was

strongly felt and left several interns during the third year dissatisfied with tne evaluation input.

The above concern with impact may reflect a basic difficulty with the intervention-evaluation role. Intervention-evaluation has no direct power over program structure and processes. It creates the conditions for the expression of valid data (e.g., people's feelings), it acts to increase the salience of this data to the relevant decision-makers, and then tries through consultation to facilitate the understanding of this data and the planning and enactment of changes. This extended cycle of learning and influence can take much time, both for psychological and logistic reasons. Thus, the changes initated on the basis of data gathered during the first year took until the third year of the program to be fully accomplished, as indicated by questionnaire items e and f above and by data in other sections.
as having the most impact on the third year, that year's group of interns was least satisfied with the contact with the evaluator (items h and j). It would appear that although the third year's programming was influenced by the intervention evaluation, the level of intervention activity and contact (of which there was very little during the third year) is in and of itself an important determinant of intern dissatisfaction and may be seen as a form of beneficial support or anchoring for each year's group of interns (see item g above). Seen in this context, it would seem important to not allow an overemphasis in a maturing program on descriptive/summary evaluation efforts to "squeeze out" high personal contact intervention-oriented evaluation

activities.

4.10 Overall assessment by interns

The final part of this chapter on program inputs is the assessment of the year's activities in retrospect by its primary clients, the interns. This data is to some extent also an indirect assessment by the ex-interns of the value or output of the program for them.

Following are questions and responses in this area:

a) The most valuable aspect of the year was:

1973-74 Intern Responses

The opportunity, almost immediately, to function as another professional (in a de facto if not de jure sense) employee, making decision, etc.

The exposure to a large number of persons and programs —the success for the project that I am currently completing hinged a great deal on the contacts I had made during my internship.

*While I had major complaints during the year, reviewing it retrospectively it was the most valuable year of my life in regard to my career.**

*I hope the program continues forever.**

1974-75 Intern Responses

Meeting the other interns and going to the Roald Campbell conference.

The contacts.

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*These responses received as part of responses to question (see Section 4.2 for full question) regarding "What major changes would you recommend to improve the program?".

Awareness of Washington and the federal system.

I have gained a great deal of professional independence.

(My friendships with supervisor and other interns) and understanding of federal/city/state relationships.

1975-76 Intern Responses

Day-to-day work at my placement.

Experiencing the Washington educational scene: the legislative processes, the lobbying, the interagency cooperation, contracts and grants, etc.

The mix with other interns; time spent in consultation with my supervisor, contact with other agency personnel and interns.

I believe the breaking of my emotional ties with home was as valuable as the professional learning experience.

The "Washington experience."

Getting to know lots of good people with interesting ideas; obtaining information regarding who, what, and where.

b) The least valuable aspect of the year was:

1973-74 Intern Responses

The last few months when time was taken away from the experience as one concentrated on future jobs.

Everything was of value, even the problems.

I can think of none.

My unsuccessful first placement.

1974-75 Intern Responses

The unsatisfactory placement procedures.

Absence of meaningful tasks to do, lack of meaningful intern-supervisor relationship.

I encountered numerous personal conflicts with another staff member with no intervention from my site supervisor. Consequently, I felt isolated and never did accomplish half of the objectives we set at the beginning of the year in our contract.

1975-76 Intern Responses

The procrastination of UCEA in responding to legitimate written requests made of them. My requests for travel reimbursement as well as the interns' joint requests for UCEA action were not even acknowledged until two months later, usually after repeated inquiries by us.

My failure to see how experience in a special education setting will contribute to my getting a general education job.

Lack of personal involvement and support from UCEA.

The intern retreat to Hot Springs, Virginia, which was virtually meaningless.

c) Overall, the internship was a personally rewarding experience and I am glad I decided to take the internship.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	5.0	4.33	5.0

Summarizing, we can say that the internship was a very positive experience for almost all interns, and that the factors particularly contributing to the positiveness of this experience were the in-depth exposure to meaningful work and the opportunities for learning and skill development this exposure allowed, and the interaction with interns and high level people in the field of education. The apparently less frequent factors which detracted—when they occurred—

from this generally positive experience were placement "mismatches" between what a site could offer and what an intern or program management wanted, dissatisfaction with the leadership style and degree of support offered by the program director, inadequate transitional help and logistics at the beginning of internships, interpersonal conflicts with supervisors or colleagues at the placement site, and anxiety over getting post-placement jobs.

CHAPTER V

Characteristic Outputs

As earlier stated, a major purpose of this report is to describe the program's typical outputs to its participants and sponsors and to administrators, policy makers, and would-be replicators elsewhere.

Results can be classified according to their immediacy and direct relationship to program activities, as well as in most instances, according to the program goals they relate to.

The following sections review the outputs of the program at several levels of immediacy and directness:

- Individual learning by interns during the internship year;
- The program's effect on the activities and goals of the host or placement site during the internship year;
- The ex-intern's contribution to his/her post-internship organization; and
- The effect of the internship experience on the intern's career goals or focus (subject area, type of job, etc.) and on post-internship professional advancement (level of responsibility, salaries, etc.).

Included at each level are both results which relate to the specific stated goals of the program and those results which although

significant appear to be unplanned consequences. As noted earlier the stated goals include the development in interns of increased understanding of the needs of the complementary fields of special and general educational administration and the relationship between their practice; the development of increased national perspective towards education, including the roles of and inter-relationships between government agencies and private national organizations, and the role of national legislation and court decisions; and the development of increased skills in the areas of leadership, policy formulation, and organizational change.

We include as a final section a special class of results: the specific insights that ex-interns now have about using "cross-over" internship positions and employment as a means of integration.

5.1 Knowledge, growth, and skill attainment during the internship

The desired outputs (e.g., "increased national perspective towards education") of the program are actually global variables which involve the multiple acquisition of complex behaviors and cognitive mappings. Given the necessary exclusion of measurement processes which might damage the program as well as the limitations of time and money, there is no workable way to directly measure such learnings. Instead, to describe knowledge and skill development during the internship year, we use the self-reports of interns and the reports of their doctoral advisors to describe the patterns of

intern learning.[1, 2]

To generate an appropriately inclusive instrument, interns and supervisors were asked—during interviews in the latter months of the first year—to nominate categories that interns could use to describe their learning. Additional categories were culled from contract forms, and from the evaluator's and the program director's perceptions. A tentative list of categories was circulated to interns and supervisors soliciting input from them on refining or adding categories. The resulting checklist as follows was sent each year to ex-interns about three months after completing their internship in order to assist them in assessing their areas of learning and accomplishment in the program:

a) Intern Self-Reports of Learning and Achievement of Objectives: Combined Totals for 73-74, 74-75, and 75-76 Ex-Interns (20 Respondents)

The following is a list of knowledge/skill "objectives" compiled from categories suggested by and from activities forms filled out by interns and supervisors. It may miss some of your objectives, so I hope you will add on those it misses in the spaces provided at the end. Also, some of the objectives are overlapping or broadly stated, but this was unavoidable.

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[1] Such self-reports are likely to be accurate indicators under certain conditions such as the perceived anonymity of respondents and their commitment to and involvement in the research. (See for example Argyris, 1970). The evaluation research effort as described attempted to maximize these conditions.

[2] Other data indirectly relevant to the description of intern learning is presented in other sections of this report such as in the interns' overall assessment of the year's activities and in their assessments of the integration that occurred during their internships.

Checked By

Learnings. Please check ☑ those areas in which you feel your knowledge or skill base increased substantially during your internship.

Knowledge of national level general education structure (e.g., USOE, CCSSO, NEA, Associations, etc.)	19
Knowledge of national level public and private agencies serving the handicapped.	16
Knowledge of legal and social problems related to serving the handicapped.	15
Knowledge of relationships (organizational, conceptual, etc.) between fields of general educational administration and special education.	15
Knowledge of USOE—the programs it administers and its legal and regulatory responsibilities.	14
Knowledge of typical structure, operations, problems and potentials of the national level professional associations.	16
Knowledge of statutory sources of grants and contracts (for educational programs, research and development).	17
Knowledge of or working skills in the legislative process:	
Problem definition phase	9
Hearing and testimony phase	15
Petition phase	3
Legislation phase	12
Lobbying and briefing phase	13
Committee mark-up phase	9
Authorization and Appropriation	13
Skill in planning and programming.	9
Skill in budgeting	7

Skills in managing a contract or grant program:

Communication	10
Tracking	8
Reporting	10
Dissemination	8
Evaluation	9

Skill in development of rules and regulations 4

Skill in coordinating among organizational units (government, private agencies, and so on). 12

Skill in proposal preparation. 10

Skill in expository (report) writing other than proposals. 11

Skill in making meetings more effective. 10

Skill in public speaking. 8

Skill in interpersonal relations (listening, communicating and clarifying feelings and ideas, collaborative effort, and so on). 13

Other knowledge or skills acquired: Please specify:

Appreciation for relationship between and cooperation between handicapped lobby and Congressional leaders.

Administrative functions.

Organizational dynamics.

Friendships with good people.

Skill in asserting myself and getting what I wanted.

Knowledge that I could succeed in a new area.

Knowledge of administrative pitfalls to be avoided in getting things accomplished bureaucratically.

"bs" skills—how to say nothing and impress people.

Political process within national educational organizations.

The financing of special education.

I learned a great deal about people and politics.

Urban affairs.

Special education laws.

What kinds of knowledge or skills did you want to learn but did not?

Grant writing and review skills.

Mine was a very fulf lling and rewarding experience. I could ask for no more!

More skills in proposal writing.

Knowledge of the legislative process.

I would have liked more sharing of the expertise of each other among the interns and think this should be structured into program.

Met every expectation.

More familiarity with USOE people and procedures.

More contacts and visibility for future jobs.

More familiarity with legislative process.

I would have preferred to deal more directly with legislators rather than only prepare background briefings and position papers for others.

Other Objectives: Check ☑ those "objectives" below that <u>were</u> met for you:

Professional development through attendance at conferences, meetings, courses and so on (e.g., attendance at a seminar on communications skills or a conference on methods of teaching the visually impaired). **16**

Progress on completing doctoral thesis. 6

Write professional papers for publication. 5

Visibility and exposure for locating present job. 11

D.C. contacts useful to you later in your career. 17

Explore careers other than national level positions (e.g., college teaching or local school administration). 6

Getting one's head together (e.g., determining career goals, life style preference, etc.). 9

Other objectives that were met: Please specify:

Fuller appreciation of how government works.

Main objectives (dissertation, contacts, exposure, experience) were covered and reached.

Having a chance for a new start in a new place.

1 to 1 meetings with influential decision-makers in special education.

Visits to service facilities for handicapped persons.

My main objective in taking this internship was to get an insider's view of the federal bureaucracy. It has been a most worthwhile learning experience in this regard combined with general knowledge gained about the national educational scene from outside intern activities.

Basically, the internship year was one of the most useful years I've spent.

What kinds of non-skill, non-knowledge objectives did you have but did not achieve? Please specify:

None—things have gone better than even I had planned.

Exchange of theoretical views (derived from our year's experiences) on education and government. I suggest a meeting for this purpose 3-6 months after the end of each year.

Didn't complete my dissertation

Additional (somewhat overlapping with the above) data is provided by the responses to the question which was asked in retrospect to the 1974-75 and the 1975-76 interns:

b) What growth or skill attainment in yourself would you attribute to the result of your National Level Internship experience?

1974-75 Intern Responses

Being more aware of the behind-the-scenes activities which go on in professional organizations, having a better understanding of the federal government proposal funding process, gained perspectives about the abilities of individuals engaged in national level activities.

National perspective, contacts, training opportunities.

Knowledge of special education finance as research endeavor.

I learned that I could stand up for myself. I learned to ask for what I wanted and get it! I had done this before if the issue was dealing with something or someone other than myself, but this is the first time I stood up for myself and got what I wanted.

The exposure to national issues and policy-makers—of the elected and non-elected variety—certainly contributed to my growth. Certainly, such relationships as those firmly developed with (colleagues at placement) really assist me in my work today.

There were so many ways that I feel that I grew during the internship and so many skills that I acquired that it would be difficult to enemerate them. Basically, I believe that the internship contributed to my growth by broadening my perspective and helping me to establish a professional image. In the area of skills, the largest number of those acquired would come under lobbying.

1975-76 Intern Responses

Skill in proposal writing, experience in developing and conducting professional presentations, improved communication skills, working knowledge of who to influence national education policy.

I learned to write proposals. I learned two new languages—the language of federal legislation and the language of special education. Both were Greek to me a year ago.

Much more knowledgeable about the role of USOE and the impact the Federal Government can have on education. I also appreciate the role of the private national level agencies.

My personal confidence and professional competence were tested in the placement setting resulting in evaluative information as to how I stand up against real pressures in a large national bureaucracy (i.e., Congressional, grantee, and employee pressures).

The internship allowed me to change my total focus (type of employment, place of residence) for this coming year.

More skill in planning—ability to juggle many things at one time—more confidence in my own abilities. Made valuable contacts with interesting people.

Summarizing the two sets of data presented above, we can see that interns reported skill development and knowledge acquisition in a great variety of areas linked intimately with the program goals. Specifically, interns reported learnings in all of the following areas: knowledge of national level general education structure (e.g., United States Office of Education, Council of Chief State School Officers, American Association of School Administrators, National Association of State Boards of Education, Council of Great City Schools, and other associations); knowledge of national level public and private agencies serving the handicapped (e.g., Council for Exceptional Children, National Association of State Directors of Special Education, Bureau of Education for the Handicapped); knowledge of relationships (organizational and conceptual) between

fields of general educational administration and special education; knowledge of United States Office of Education (.e.g, its funding, programs, structure, operations, problems, inpact on educational practice, its relationships to the national level professional associations); knowledge of statutory sources of grants and contracts for education programs and research and development; knowledge of the legislative processes such as problem definition, hearing and testimony procedures, petition, legislation, lobbying and briefing, committee mark-up, authorization, and appropriation; competencies in planning, development, and managing programs; skill in budgeting; skill in monitoring the governmental grant process; skill in development of rules and regulations; skill in coordinating organizational units; skill in proposal preparation; skill in proposal review; skill in expository and report writing (other than proposals); skill in developing instructional materials; skill in conducting meetings effectively; skill at public speaking; skill in interpersonal relations, such as listening, communicating feelings and ideas, and developing collaborative efforts; learnings related to personal identity development, such as increased self-confidence and change in career focus (more on this in latter section); as well as the more generally stated skills of political analysis and judgment.

No single ex-intern reported learnings in all of these areas. However, all interns reported substantial learning in several of the skill areas reported.

In addition, related to their learnings in "political analysis," during interviews interns reported learnings related to the concept of the "currency of influence," meaning, for example, they learned how to make special education concerns more relevant and salient to the general administrator—like the local school superintendent—by indicating the fiscal, legal, and political consequences of programming decisions in the area of special education.

One of the skills interns reported in these questionnaires and in interviews—that of coordinating among organizational units—deserves special mention because of the relationship of this skill to the program's superordinate goals of integrating practice in special and general education. Interns coordinated (and in many cases proposed and initiated) joint activities among agencies as the Council for Exceptional Children, the Bureau of Education for the Handicapped, the National Association of State Directors of Special Education, the Council of Chief State School Officers, the Council of Great City Schools, and the Office for Handicapped Individuals within the Department of Health, Education, and Welfare.

Many of these joint activities involved efforts to give general educators information on needs of special education or vice versa, or to coordinate policy or program development in parallel general education and special education agencies. For example, an intern placed at the National Association of State Directors of Special Education in cooperation with an intern placed at the Council of Great City Schools put on a seminar on mainstreaming at a national

meeting of the Council of Great City Schools. The purpose of this presentation was to better inform superintendents and their central staffs in the large cities of the issues of special education that affect them. Another intern at the National Association of State Directors of Special Education and an intern at the Council of Chief State School Officers collaborated on a report which outlined the implications of the "Buckley Amendment" regarding the rights of handicapped children and/or their parents to have access to classified data.

There were many instances of such cooperative activity which came to the attention of UCEA or the evaluator. In light of this demonstrated potential to sensitize special and general education to each other's concerns, and to lead to more planning which shows awareness of the complementary field, the interns' acquisition of skill in the initiation and facilitation of inter-agency activity would appear to be a particularly significant output of the program.

Further information on the growth in interns of cognitive, interpersonal, and political skills, educational perspectives, and self-confidence comes from responses to the following questions asked of the doctoral advisors of ex-interns:

c) What growth or skill attainment have you observed in this person that you would attribute to be the result of the National Level Internship experience?

1973-75, 1974-75, and 1975-76 Intern Responses Combined

Greater understanding of how certain special interest legislation is written, shepherded through Congress committees.

Ways of overcoming barriers to effective performance by handicapped persons. Wrote article on this. Moderated session at national convention of (general organization). Heads handicapped project for (general organization).

Valuable and maturing experience.

Confident of entry to national professional, federal, interstate organizations. Confident of ways to change agenda of these organizations.

Broader perspective on education of handicapped. Obtained knowledge in legislative branch of government, coping with these problems, dealing with people.

Personal, professional growth, acquaintance with Washington-based educational community, wrote two publications, skill in relating to Congress, broader vision of educational world, more sensitive to political realities of educational programming and financing.

Familiarity with legislative procedures and issues. Increased levels of awareness of forces and constraints affecting education in major cities.

Opportunity to gain national perspective on inter-agency relationships (both governmental and other organizational) which bear on educational service delivery. Increased level of sensitivity to political issues on a local and statewide level. Sharpened ability to cope effectively with bureaucracies.

I only visited twice during the year, but I was impressed with knowledge of not only the different agencies, private and public, that related to Special Education, but also knowledge of a considerable amount of the interaction between the agencies. . . .Became considerably more aware of the general political climate between different agencies, in relationship to their respective missions.

Gained a sense of personal confidence and a sense of knowing where to enter the bureaucratic system for responses to questions.

5.2 Impact on placement sites

Another level of impact on the internship program is its effect on the programs and activities of the host or placement sites.

This can be hypothesized to occur in two ways.

First, the intern as a newly minted or soon-to-be minted doctorate, can be a fresh stimulus to the thinking of an agency, and therefore to its policy development, planning and implementation of programs. It is difficult, however, to describe—in terms readily understandable outside an agency—the extent to which an intern has contributed to or changed in direction the level of general site activities.

Second, where the intern has had doctoral training in a field complementary to the site's main focus (as was true in most cases) the intern can bring to the agency the concerns and skills of the complementary field, and hopefully contribute to or cause programming in the complementary area. Now it may be argued that the agencies participating in the NLIP were already predisposed to the integration concept by virtue of their willingness to participate in the program and by their active sensing of mainstreaming and integration as important educational priorities. While this argument may have some limited validity, it can also be seen that sites participate in the internship program in many cases for additional or other reasons than a previous disposition to the integration concept; one reason, for example, being the perceived availability through the program of additional manpower to work on the regular activities of the site.

Some examples (cited by UCEA in their November, 1976 proposal) of integration activities which interns apparently initiated or took a major leadership role in implementing are the following:

> The Council of Chief State School Officers for the first time adopted a formal organizational resolution regarding the education of the handicapped; the Council of Great City Schools developed and is implementing a plan to provide technical assistance to special education administrators in 50 large metropolitan school districts to sensitize general educational administrators to the priorities and problems of special education; the American Association for the Advancement of Science developed a substantial program to increase the opportunities of handicapped people to engage in science careers, a program then funded by the Rehabilitation Services Administration; and the Council for Exceptional Children further developed its role of "sensitizing" Washington-based general education organizations and agencies to issues relating to the education of the handicapped; the National Association of State Boards of Education developed a program for training and clarifying the issues inherent in public law 94-142, the Education of All Handicapped Children Act of 1975.

The most recent UCEA proposal also notes that to date four national general education agencies have developed policy statements in regard to special education which were prepared in conjunction with the activities of interns. These activities suggest that not only did integration occur, but also that interns engaged and involved themselves at a policy level within the decision-making bodies of these national agencies.

Further (although somewhat overlapping) data on the degree to which interns were involved in integration activities at their sites is available in the following questions and responses:

Please read the following definition (provided by UCEA) of "integration of special and general education" before answering the following question.

> Integration of special and general education refers to the development of an awareness and understanding of the issues and content in the complementary field.
>
> On an individual level special educators through the "integration" concept are provided an opportunity to see the "broader" field of education and the role of special education in the broader context. Likewise, general educators are provided an opportunity to become aware of the social, moral, and practical issues involved in educating exceptional people as well as the relationship of special education of the larger issues in general education.
>
> On an organizational level, "integration" is seen within an agency primarily devoted to special or general education by the development of programs to deal with issues in the complementary field; that is, special education program emphasis in a general education agency or general education program emphasis in a special education agency.
>
> On an inter-organizational level, "integration" refers not only to the development of understandings as described above, but also to the development of cooperative undertakings, with other organizations representing the complementary field.

a) In what ways did such integration occur during your internship (e.g., "I learned the terminology in issues such as mainstreaming relevant to special education" or "As a result of my special education background, my general education agency, the American Association of Junior High School Math Teachers, held a national conference on teaching arithmetic to retarded youngsters").

1973-74, 1974-75, and 1975-76 Intern Responses Combined

As a result of interactions between UCEA and (my general education agency) a special education

simulation exercise was presented at the spring conference of my agency. This interaction was prompted by my interest in special education as well as the interest of UCEA and my supervisor.

I learned the terminology of special education at least to a moderate degree. Also, I discovered, not surprisingly, that the similarities were greater than the differences between general and special education administration.

I gained a greater awareness of issues and content in general education. As a result of my presence and work, my agency's membership gained a greater exposure to special education issues and problems (i.e., through my speeches, writings, etc.) and became more involved with special education legislation, government agencies and private groups than had previously been the case.

I would correlate the influence and impact of (my general education agency) on the development of public law 94-142 with my functioning as its "lobbyist" on the issues surrounding the bill.

As a result of my background which had dealt heavily with issues of integration (special kids of a number of varieties), I was able to develop a program in a large professional association to integrate the handicapped members into the total program of the association. This project is the first of its kind and has and will have profound influence on many other professional associations. My background in education has also allowed me to investigate nationwide the nature of the science education available to handicapped children and to develop programs in the AAAS, National Science Teachers Association, several universities and several state departments of education that will improve the quality of science education offered to handicapped children and college students. This work is the first recognition of the needs of the handicapped as they relate to science education and careers.

The (special education) advocate organization with which I was placed was not willing to accept my experiences and ideas as a (general education)

administrator. Little integration occurred. I was suspect. Consequently, I was never asked to represent the organization contrary to my previous promises.

I learned that special education is the bastard child of general education—interface is a myth; i.e., the good will of the people in charge is the operating variable.

No such examples occurred during my internship.

Having had no knowledge of special education in the past, this internship provided me with a thorough grounding in the law, the issues and the personnel in special education. My past experience as a general education administrator enabled me to organize a conference for special educators (associated with the membership of my general education agency) to conceptualize and write a proposal for funding in special education, and to assume the directorship of that project upon the completion of my internship.

Worked on special education issues affecting (minority groups), handicapped children, learned administrative options, associated with administering special education programs.

I feel (my agency and the people it represented) became involved in certain special education issues as a result of my interest in the area (e.g., I represented (it) at the White House Conference on the Gifted, AARC, etc.).

As a general educator my knowledge about the aspects of education that have been related to special education was enhanced. My specific "contract" to work at the program level after (several months of) experience in a broader part of the agency helped me to better understand and integrate the specialist/ government perspective.

I learned about various types of handicapping conditions and the government's role in providing services for handicapped children by attending seminars, reading training grant proposals, and talking with special educators.

I have perhaps a better understanding of the impact which increased special education programs have upon the total educational program of a school system.

5.3 Impact of interns on their post-internship employers

Proposals for the NLIP speak of the ultimate creation of a "talent pool of educational leaders with training and experience at a national level." The post-placement sites through their tremendous variety (federal, state, local, and private agencies, both in and out of Washington) most generally represent the general and special educational fields—the intended beneficiaries of this talent pool.

Data collected from both ex-interns, and from their supervisors at their current organizations, describe 1) the application of intern learnings regarding the complementary nature of special and general education to interns' post-placement employment; 2) the application of learnings reflecting a national perspective; and 3) other contributions and indications of overall effectiveness.

Applications of learnings regarding the complementary nature of special and general education

Thus, ex-interns were presented with a definition of "integration" (see above) and then asked:

a) Are you currently involved in activities and/or organizations which link the areas of general administration and special education or which achieve integration as defined above? If your answer is in the affirmative, please provide short examples of what you mean.

1974-75 and 1975-76 Intern Responses Combined (Question not asked of 1973-74 Interns)

Yes—community and educational integration of the handicapped into mainstream.

No.

Yes—knowledge of P.L. 94-142. I serve on (my general education agency's) Federal Liaison task force as co-coordinator for monitoring and preparing reports on the development of regulations for the above cited law and preparing and submitting state/local issues and problems and suggestions to BEH.

Yes, work in (minority group) special education requires us to work with (minority group) education agencies and organizations who generally have a general education orientation.

Yes, much of our year will be spent helping states to implement new special education programs—all of which involve the mainstreaming of handicapped children.

Not applicable.

This project is an attempt to develop a model for professional associations and science educators (at all levels) to integrate the handicapped into their total programs and to encourage their full participation in those programs. We also work to bring about this integration into the thinking and decisions of the federal agencies and Congressional staff that handle science type issues.

I function as a member of a team whose mission is to conceive, plan and guide the implementation of the integration of regular/special education; this includes the development of a services system based upon student needs rather than labels or categories as well as new strategies for personnel who function as student advocates.

Yes, definitely so. I am the director of the Special Education Project in a national general education agency, and hence serve as a tie in between the work of the special education profession and the general

education administrators who control/direct my organization.

Yes—responsible for the implementation of compliance plans and mandates for special education in my city. This impacts upon projects such as reading, occupational education, and so on, when you consider the "least restrictive environment" philosophy behind the law. The coordination of efforts in regular and special education is required if we're not going to end up in my city's garbage dump when we're through.

The supervisors of ex-interns in their present jobs were asked:

b) One of the objectives of the internship program was to develop leaders who combine perspective and knowledge in areas of educational administration and the administration of special education. Is the ex-intern you supervise currently involved in activities at your organization which link these two areas? If your answer is in the affirmative, please provide a short example of what you mean.

Director of special education—procedures involving pupil selection and assignment, staff employment, deployment and termination, equipment and material purchases. . .—all general administration expertise involved in special education.

Designed an assessment program for on-the-job training programs related to various career field managers; designed, analyzed questionnaire for ex-interns, preceptors, first-line supervision.

Responsible for all Personnel Services, sat as member of Administration Council—responsible for developing and recommending overall policy to the School Board.

Combines personal and professional background in educational administration. Assigned projects requiring knowledge of both special education and general education administration.

Passage and implementation of federal education programs.

Development of materials of interest not only to special but also to general educators, particularly administrators in local education agencies.

Responsibilities confined to special education agencies, some interaction with regular agencies as well.

Has been especially sensitive to needs for strengthening communication with Division (to which principals report). . .has also worked effectively with the strong parent group in this city. . . .Services on the state superintendent's advisory council. All of these are key linkages between educational administration and administrational supervision in exceptional education.

Has worked well with the general administration of the school district, particularly in our efforts to mainstream handicapped students.

Two major drifts are discernible from the above responses and from telephone conversations: 1) present general educators find useful the knowledge they acquired of recent special education court decisions and federal laws and policy; and 2) ex-interns who are now special education agency administrators find that the general education experience they acquired related to desegregation, finance, bilingual, career and vocational education during their internship, well complements their ability to design comprehensive services to handicapped children.

Because the philosophy and court decisions behind mainstreaming as well as the landmark public law 94-142 reflect national trends in education, the next learning to be considered, we may also expect to see in that discussion further indications of learning regarding the complementary nature of general and special education.

Application of learnings reflecting a national perspective on education

Here too we have data both from ex-interns and from their supervisors in their present jobs.

Ex-interns were asked:

c) As you also know, another objective of the program of a Washington-based internship is to help develop in interns a national perspective about educational issues and tasks. Does your current job involve such things as interpreting federal laws, court decisions, etc., or working with federal agencies?

Indirectly—we are mostly concerned with implementation of a state law, but because this law is backed by 94-142, the federal perspective is not lost. The type of effort I am spearheading has national implications re the relationships between states and large cities in implementing comprehensive special education laws.

Yes—my entire job is primarily monitoring and inputing on all legislative developments in education and secondarily on developments within the executive and judicial branches.

Yes—application of federal laws to serving a previously unserved population—the profoundly retarded.

Not applicable.

My job involves informing our members of current developments in federal laws and regulations as well as activities across the country.

Yes, have conducted a nationwide survey re the education of disabled kids, spoken about this work at several national conferences of disabled people arranged the first barrier-free national meeting of a major professional organization outside the handicapped field, consulted with others to do the same, had direct influence on a major piece of federal legislation affecting the role of the handi-

capped in the programs and structure of a federal agency outside the handicapped system, and have consulted on the development of government regs.

Not applicable.

Affirmative—interpret and comment on federal policies with implications for the education of handicapped minority children. Also work with federal agencies on strategies to improve educational services to handicapped minority children.

Yes, yes, yes. I am working for a national level agency.

The clear and successful development of our plan required a thorough review of state and federal laws influencing special education. Particular contacts were made with the state department of education, a local law center and federal officials for interpretation, court cases, etc.

My state level agency is involved with many national agencies and programs serving the schools and community, e.g., Title I, Title XX, Mental Health, etc.

The supervisors of ex-interns in their current jobs were asked:

d) Another objective of the program was to help develop in interns a national perspective regarding educational issues and tasks. Does the current job of the ex-intern involve such things as interpreting federal laws, court decisions, trends, and so on, or working with federal agencies?

Works with Federal Law 94-142, our own state's "Plan for Special Education," Family Education and Privacy Rights Act, BEH (HEW) regulations.

Works with Federal Agency, training programs, Federal managers, central office, field officers, personnel, management officials, worked closely with Federal guidelines, program statements, etc.

Legislative liaison for Federal, State programs, responsible for implementation of all special

education legislation. Involved in individual case appeals, due process, etc.

Project officer in federal government, relates to local education agencies, state departments, other federal agencies, colleges, universities.

Works as Washington-based federal legislative representative.

Presentation of major developments in field of special education (including legislation, litigation, etc.) to parents and professionals.

Works in national effort to help states comply with P.L. 94-142 via development of viable educational programs for handicapped.

Yes. . .has provided for staff and supervisors on a number of occasions information which assisted in understanding state and federal legislation and our district's position in relation to these issues. Examples include the development of 94-142; public/ private school legal ramifications.

. . .has assisted me (the local superintendent of schools) in the interpretation of both current and proposed federal guidelines that affect the school district's special education program. . .has also taken primary responsibility for the identification and securing of federal funds used to supplement special education services available within our city's public schools.

. . .has served on several task forces related to our city's court-ordered desegregation, and has designed the special education component of this plan.

Since his arrival the school district has had five federal projects funded in special education totalling approximately $140,000 which he has organized and pursued through the mechanics of the funding process.

Here and in interviews the following learnings seemed to stand out as particularly useful for ex-interns in their current jobs: knowledge of specific laws (and the intent behind the laws); knowledge

of the role of Congress, federal agencies and private associations in determining federal policy; knowledge of the structure of federal and national organizations; and knowledge of statutory sources of funds for educational programs. Ex-interns used this special knowledge in the course of articulating, funding, designing, and implementing educational and assessment programs, and in providing in-service training for fellow staff, and thus helped their new organizations to better respond to national trends, policies, laws, and regulations. Incidentally, knowledge of public law 94-142 was cited as the most frequently used specific learning.

Other contributions and indications of overall effectiveness

The following questions and responses described both the contributions that related to the program goal of generic learnings in leadership and administration, policy formulation, and organizational change and the contributions that are not necessarily related to specific goals.

Ex-interns were asked:

e) What other contributions to your present organization can you see as a result of your internship experience? For example, your way of looking at problems, particularly useful contacts in federal government or Washington, your knowledge of specialized experts or consultants, understanding of or skills in obtaining federal funding, and insight into the motives and needs of national level agencies and leaders.

1974-75 and 1975-76 Intern Responses Combined (Question not asked of 1973-74 Interns)

I am better able to help my national special education agency to develop and implement policies that will complement those of our sister or counterpart general education agency as a result of my internship experience in developing special education policies for a general education organization.

Both useful contacts in D.C. and knowledge of specialized experts or consultants.

Not applicable.

As the first "special ed" person to come to my present organization's staff (the result of my visibility as an intern), my influence has been strong, and the changes easily identified. Our (special education) project has made the handicapped a major focus for our organization and its members—in its program and policies (changes in three of our divisions), its meetings and symposia, its publications (several articles relating to special education have now appeared in our house organ, and we have published two monographs in this area as well), and its budgets. This organization is generally becoming more involved in responding to the needs of the handicapped.

The network of contacts established through the other interns is perhaps the greatest contribution of this program to my present organization.

My knowledge of major Washington agencies, past experiences in other school districts and parallel educational agencies, and the differentiated view I maintain contribute to the organization and its conduct.

Knowledge of expert personnel as a resource in both general and special education fields; sensitivity to debate balance between right of handicapped children and flexible administrative functioning of organizations as evidenced by motives of diverse organizations such as CCSSO, CEC, NSBA, NCSC, etc.

Not applicable.

National viewpoint/perspective, expert contact, policy maker contacts.

Present supervisors of ex-interns were similarly asked:

f) What other knowledge skills, or other contributions does this person bring to your organization that you would attribute to be the result of his/her internship experience?

Washington experience beneficial in understanding trends, priorities emerging at national level, acquaintance with state directors of special education invaluable.

Knowledgeable and skillful.

Contacts, knowledge of workings of Federal Government, working knowledge of legislative process.

Knowledge of education issues at the federal level.

Broad perspective on major issues, trends, needs in special education, and on workings of national and state education agencies.

Understanding of federal agencies, grant writing, state and local administrative policies, federal and state laws regarding the handicapped.

Outstanding all around capable administrator.

Other contacts in Washington—experts, consultants.

Contact with leaders in the field and familiarity with their activities.

Provides a different perspective to the workings of the federal bureaucracy. . . .He is knowledgeable of the liaisons and entanglements of the federal agency and this assists him in attacking problems related to the federal, state and local role in education. He as been able to bring outside experts to this city who have provided assistance and insight into particular program operations.

Because of background acquired, make significant contributions in staff development area, particularly across departments, e.g., to elementary and secondary, to administrative services, to planning and long-range development.

A very substantial information base on the Washington public and private special and general education agencies.

Knowledge of available resources in areas such as legal issues, data management, and program models. Knows people to draw upon for technical assistance.

Knows trends.

To gain a further sense of the quality of the ex-intern's contribution to his/her post-placement organization, present supervisors were also asked:

g) What is your assessment of this ex-intern's overall effectiveness in his/her role in your organization?

Implemented sound management practices-planning, goal setting, organizing, monitoring.

Designing and carrying out assigned programs, positive contributions.

Excellent.

Outstanding.

Satisfactory.

Extremely effective.

Outstanding effectiveness in variety of roles, e.g., ability to relate to individuals in various agencies, development of outstanding programs, administrative skills, group organizational skills.

From an overall standpoint has been very effective. . . has assumed a leadership function in four very key areas: (development of) exceptional education criteria; cadre of diagnostic/program support teachers; management information system; and bilingual/bicultural area.

Has made many significant and important contributions to the department and to the system as a whole.

Excellent. . .through knowledge of all aspects of special education. Has assumed many leadership responsibilities for the whole system. Special education finance knowledge especially beneficial.

Two of the contributions noted here appear to be especially appreciated in the post-placement setting: the interns' personal contacts with important Washington people and expert consultants; and the administrative expertise (in areas such as planning, proposal writing, and management information systems) that interns bring with themselves from Washington.

It may be seen that the responses of ex-interns and their current supervisors tend to be in agreement, and also are consonant with interns' perceptions (as described earlier) of the knowledge, growth, and skill attainment they achieved during the internship.

5.4 Impact on interns' careers

The internship may be expected to have a powerful impact on both the career goals of interns and their progress in reaching these goals.

For most interns, the program offers the first experience with the federal/national scene and the kinds of jobs available in Washington and in national organizations. For special education doctorates, it is a broadening experience, providing exposure to the issues of the wider field, and to the many possible roles for them besides college teaching and local school special education administration. General education doctorates may similarly learn through the internship experience about the many types of positions outside the university and local school systems. Furthermore, a general education doctorate who has not yet found a particular area on which to focus his/her career

may find a niche in the specific concerns of special education. One aspect of the evaluation therefore was to examine the program's impact on career focus.

Many of the interns are assigned to relatively high level supervisors and thus get more exposure to top-level administrators and to managerial and policy issues and more visibility for finding out about good job openings than that typically available to doctoral level professional employees starting at these sites. This combination of unique experience and a "head start" may allow interns to advance more rapidly both immediately after the internship and later in their careers as well. One supervisor, for example, stated the opinion that:

> *This is an excellent experience, a really great experience; with the high level contacts and experience the internship gives, an intern should be able to skip four or five years in career time.*

Ex-interns were, therefore, asked the following questions dealing with the internship's effect on their careers:

a) The internship experience changed my plans for the next five years of my career along the dimensions of:

setting (e.g., federal government vs. local public school system)

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.0	3.33	3.5

content area (e.g., mental retardation, special education, school finance, etc.)

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	3.2	2.83	2.5

type of tasks I want to emphasize (e.g., research, administration, teaching, lobbying)

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.2	3.0	3.0

b) To the extent you can, briefly state your career objectives for the next five years.

1973-74, 1974-75, and 1975-76 Intern Responses Combined

I hope to remain with private national organizations for the handicapped.

Federal or national level employment in Washington.

National level at least three more years.

Two years with national agencies serving the handicapped, then on to general education administration at the local level.

A couple more years in special education at the local level, then position as assistant superintendent in a large district or superintendent of a smaller school system.

I hope to eventually return to the local or state level, so that I may work directly with teachers and/or administrators.

To be in an organizational structure that affords me the opportunity to develop and manage policy.

I prefer an administrative job or management position in a government or national level education agency.

Undertake national level projects concerned with the delivery of special education services to minority children.

My immediate task over the next two years will be to gain a deeper knowledge of educational issues on the school level. I would probably then seek after an administrative position in a federal or state agency.

Top level school district or SEA management.

Community awareness/training/integration of the handicapped.

Next 2-3 years—provide significant leadership assistance to a large urban system in implementing the new special education laws. Next 4-5 years, to be director or associate superintendent of special education in a large urban school district.

I would like to continue to develop a model for integrating the handicapped at all levels into the mainstream. I may change jobs but wherever I go, I will be doing something of this nature.

My internship has significantly changed (or at least focused) my career plans. During the next five years I intend to remain involved with the legislative process.

For a sense of the program's impact on interns' ability to pursue their career goals, we can first look at the perceptions of ex-interns:

c) Given my career plans, my internship experience will have significantly speeded up my professional advancement.

S.D.				S.A.	73-74 Intern Responses	74-75 Intern Responses	75-76 Intern Responses
1	2	3	4	5	4.2	4.0	3.8

d) Was the internship experience helpful in getting your present job?

1974-75 and 1975-76 Intern Responses Combined (Question not asked to 1973-74 Interns)

I could not have gotten my job without it.

Yes.

Yes—what I did during my internship was exactly what my future employer was interested in.

Yes. My impression is that the internship and the placement helped to make me a much more attractive candidate than some others not having the unique experience.

Hopefully it will be.

Not particularly, other than in obtaining reference.

Not applicable.

In an indirect, but significant way.

Yes. I developed, wrote and found funding for the program I now direct while an intern.

Yes. Washington experience was a qualification.

Yes—through contacts.

Not applicable.

Yes, I was able to claim Washington experience and sensitivity to the Federal process which was a significant factor in obtaining a desirable position.

e) Could you do your present job as well without the internship experience?

1974-75 and 1975-76 Intern Responses Combined (Question not asked to 1973-74 Interns)

Doubtful—my intern placement provided the time to learn about the special education field—also provided an opportunity to develop writing and communication skills.

No, not at all. The internship above provided me with a knowledge of the law (P.L. 92-142), the issues in special education, the leaders in the field and a personal acquaintance with the (people in the field) with whom my job is now concerned.

My present job would not be here without the internship experience!

Very difficult to say. But I would suppose not given the real need to have a national perspective in handling the issue I am at present handling.

Not applicable.

No. The experience and knowledge I gained during the internship improves my ability to see, plan, and persuade the intergration of special/regular education.

No. I would have no knowledge of national education (politics, legislation, etc.), nor the people I will be working with.

Probably not; I now have more sources of information to draw upon.

Not applicable.

No—lacked contacts and special education knowledge.

No—the orientation during the internship as to process and socialization factors were critical to a speedy successful beginning for me.

We can also look at the objective data UCEA has gathered on ex-interns and their present employment. (See Chart on following page.) The chart gives an idea of the primarily national and/or state focus of the positions ex-interns have taken, at least for the present, and the degree to which interns appear to have crossed the boundaries of their doctoral training.

SUMMARY OF GRADUATE NLIP INTERN CURRENT LEADERSHIP ROLES
(Reprinted from November 1976 UCEA Proposal)

Class of 1973-74

Number of Interns	6
Current Leadership Level	
Federal/National	4
State	0
Local	2
Present Specialization	
Special Education	6
General Education	0

Class of 1974-75

Number of Interns	8
Current Leadership Level	
Federal/National	2
State	1
Local	5
Present Specialization*	
Special Education	3
General Education	5

Class of 1975-76

Number of Interns	8
Current Leadership Level	
Federal/National	6
State	1
Local	1
Present Specialization	
Special Education	5
General Education	3

Total Number of Interns Completing Program	22
Distribution of Current Leadership Roles	
Federal/national	12
State	2
Local**	8
Present Area of Specialization	
Special Education	15
General Education	7
Changes in Career Identification	
From Special to General Education	3
From General to Special Education	8

*Our own count finds 4 employed in primarily special education, 2 in primarily general education work, and 2 voluntarily unemployed at present.

**Two of those listed as locally oriented are voluntarily unemployed at this time.

For the purposes of simplicity the chart classified ex-interns as either special or general education oriented. However, it is clear from the preceding discussion of ex-intern contributions to their present employers, that many if not most of the ex-interns are presently doing work which involves a considerable mixture of the two areas.

Also, the chart indicates that 11 of 22 interns have switched "career identification" to the complementary field. The November 1976 proposal cites this as a beneficial effect of internships which give experience in the complementary field. Somewhat more conservatively, although we do see the 11/22 ratio as rather remarkable, we do believe that not all of these 11 necessarily represent permanent switches in "career identification." Part of the 11 may represent further attempts by ex-interns to broaden themselves in the complementary field (as indicated in responses to item b above) and thus not a switch in long term career identification. Some of the apparent switches may also be explained simply by the greater current availability of jobs in special education—as some interns and supervisors have suggested to the author.

Finally, we may cautiously compare positions and salaries of ex-interns with data from a somewhat comparable group. This latter group—which we will call the "non-interns"—consists of those persons who were chosen as finalists for the program but only achieved alternate status, and those persons who were offered placement in the program but declined to take them. Twenty such individuals were

identified from UCEA's records and nine were successfully contacted in a phone poll. The number of responses received both from ex-interns and non-interns were in both cases approximately evenly distributed between respondents representing the years 1973-74, 1974-75, and 1974-76. Although we report below the results of this comparison, its validity can be questioned on several grounds of possible non-equivalency. Such arguments include:

> "The non-interns may have deselected themselves or have been deselected because their interests/skills/goals did not match the policy/administrative/legislative/ national leadership focus common to the internship openings, and/or because they lacked or were seen as lacking the flexibility or interpersonal skills to adjust their objectives to interesting opportunities. Thus, the ex-interns and non-interns were different in abilities and inclinations from the beginning."

In response it must be admitted that this objection cannot be completely ruled out; the final matching process is subtle and it is possible that such factors as the above distinguish between the two groups. It is interesting to note, however, that although several non-interns did achieve administrative positions, they still earned substantially less and appeared to have less responsibility than ex-interns in similar administrative roles and geographic location.

> "Washington salaries tend to be higher than the rest of the country for similar positions. Because so many of the interns stayed in the Washington area while none of the non-interns work in Washington, salary comparisons are invalidated."

Washington salaries may generally be higher than those found elsewhere, as this argument states. However, salaries for ex-interns remaining in Washington are, upon examination of individual data,

found to be no higher than the salaries of ex-interns who have found employment elsewhere. In fact, there is a slight edge in the opposite direction.

> "The non-intern sample contains five individuals employed by academia, while the ex-intern group contains only one. Because people in academia tend to earn less than in other institutions, comparisons between the two groups are not valid."

Again, although this asserted phenomenon may be generally true, it does not appear to be valid for these particular samples. In fact, three of the four highest salaried members of the non-intern sample were employed at universities or colleges as teachers or administrators.

With these caveats in mind, we can now look at the data.

Present position of ex-interns: (listing provided by UCEA)

Ms. Meredith Adler
Director of Teacher Corps
Wise County Teacher Corps Project
Clinch Valley College

Ms. Sharon Davis
Professional Staff Member
The Council for Exceptional Children

Dr. Peter S. Fanning
Director of Special Education
Wichita Public Schools

Dr. Joseph P. Gaughan
Staff Assistant/Special Education
Omaha Public Schools

Dr. Leonard Kenowitz
In-Service Training Coordinator
Severely Handicapped Personnel Preparation Program
University of Washington

Dr. Nancy Knapp
Assistant Professor
Northern Illinois University

Dr. Spencer Korte
Program Coordinator for Exceptional Children
Milwaukee Public Schools

Mr. Anthony Kowalski
Project Director
Special Education Technical Assistance Consortium
Council of Great City Schools

Mr. Francine Lasken
Voluntarily Unemployed

Dr. Joseph J. Marinelli
Federal Liaison-Washington Representative
Florida Department of Education

Ms. Sandra Mason
President
Educational Priorities, Inc.

Ms. Cathy Moore
Project Coordinator
National Association for Retarded Citizens

Dr. Janis Paushter
Administrative Staff Member
Division of Special Education
Fairfax County Public Schools

Dr. William Peterson
Education Program Specialist
Bureau of Education for the Handicapped

Mr. Bruce Ramirez
Professional Staff Member
The Council for Exceptional Children

Dr. Martha Redden
Director
Project on the Handicapped in Science
American Association for the Advancement of Science

Dr. David Riley
Director of Special Education
Boston Public Schools

Dr. Eliseo Ruiz, Jr.
Director of Special Projects
National Association of State Boards of Education

Dr. William Schipper
Associate Director
National Association of State Directors of Special Education

Mr. Herbert Williams
Administrator for Compensatory Education
Montgomery County Public Schools
Maryland

Dr. William Wilson
Associate Director
National Association of State Directors of Special Education

Dr. Reni-Zoe Zivin
Voluntarily Unemployed

Current positions of the "non-intern" sample are:

Assistant Director of a Professional Development Center at a small college

Assistant Professor in a Department of Educational Administration

Consultant for a special education division within a large state department

Director of special services for a small community college

Education Evaluation Specialist for a state department

Assistant Professor for a state university

Project Director for a special education administration program within a large government agency

Assistant Professor at a medium-sized university

Assistant Principal for a county school system

Salaries of both groups are tabulated as follows:

Employed Ex-Interns (Responses were unavailable for four of the ex-interns as of August 1976 because they were not in salaried jobs at the time; i.e., they were homemakers, summer graduate students, etc.)	$22,000[1] → 22,000[1] → 22,000[1] → 22,906[1] → 18,660[1] →	$24,500[2] 27,000[2] 18,000[2] 23,000[2] 24,200[3] 24,200[3] 24,200[3] 25,196[3] 20,526[3] 17,500[2] 20,200[2] 22,900[2] 27,000[2]	n = 13 mean = $22,956 standard deviation = $3,063
Employed Non-Interns		15,500[4] 16,800[4] 17,000[4] 14,000[4] 16,000[4] 18,400[4] 17,000[4] 18,000[4]	n = 8 mean = $16,587 standard deviation = $1,408

[1]Data gathered in June 1975 for 1973-74 interns
[2]Data gathered in August 1976 for 1974-75 and 1975-76 interns
[3]Adjustment of June 1975 data by 10% to estimate salary one year later, August 1976.
[4]Data gathered by phone in September 1976 (1 refusal out of 9 reached)

Summarizing this data, there are clearly differences in type of employment and salary between the two groups. To the extent the comparison is not invalidated by the possible factors discussed above or by random variation, the differences appear to represent an early and strong impact of the NLIP on interns' careers.

5.5 Some ex-intern insights on using cross-over internships and employment as a means of integration

By plan, most of the internship placements involved a "cross-over," i.e., they were in the field complementary to the interns' training. Also, as seen above, many of the interns assumed post-internship positions in the complementary field.

Ex-interns should therefore have a unique perspective on the issues involved in using cross-over internship positions and/or employment as a means to achieve greater integration between general and special educational administration.

Ex-interns were asked:

a) In light of your experience, what problems do you see with trying to achieve integration of special and general educational administration through internships? What solutions do you see? Should the concept itself be stated differently?

1973-74, 1974-75, and 1975-76 Intern Responses Combined

I think the whole concept of special education administration is wrong in that it trains people who are not prepared to work in a school system where the integration of special kids into the mainstream is the goal. They do not know enough about regular kids, structure of regular classrooms and curriculum. The whole concept of

special problems should be a part of <u>every</u> administrator's training.

The issue is institutionally related, i.e., if the student's training was interrelated one would assume that the question is academic. I define myself as an an educator first, administrator second, and special educator third. That is my training.

I am not sure that any type of intense training would be effective. There is so much technical material that is highly specific to general and/or special education that a heavy dose of either is insufficient to develop the level of competency necessary.

Perhaps helpful to substitute some term such as "Education of Exceptional Children (or Persons)." It would be better than the term "Special Education."

1. Public law. 2. Continuous effort should eventually cause solutions to occur.

Internship program is one of the best things going to achieve integration.

Interns with a general administration background have to become familiar with special education issues and terminology. The reverse situation is not true to the same degree. Placements in some instances did not allow the intern to work on special education related problems—better selection of best agency or organization with potential to offer an integrated experience.

The concept is an excellent one. I feel however that it should be articulated more clearly in the promotional literature describing the program (for example, promotional literature during the first three years did not explicitly state that special education doctorates would be placed in general education agencies and vice versa. The cross-over concept was explained to candidates later in the selection process—author's note.) *in the initial meetings of interns. A program aimed at acquainting the general educators in the internships with the overall field of special education would be beneficial early in the program.*

The possibility of a limited view resulting from a "too narrow" placement and/or a supervisor not committed to the "internship" as a "learning" experience. The intern must be open to participate in efforts toward the conceptual and functional integration of regular/special education.

Unfortunately, the "real world" isn't integrated yet!

Special educators tend to believe that only their "own" (i.e., those with special education training) can "understand" special education administration. Therefore, I see no role in special education administration for the generalist. His or her intern experience will be helpful, though, to general education administration (I see no solution to this problem unless attitudes of special educators can be changed).

Can't think of any offhand. I'm not so sure that they are all that different. Perhaps more integration at the university level (training) in places where this has not already occurred.

As a special educator, I felt extremely unprepared to fill a high level position in a field of general education in which I had had virtually no training. I also saw some gross mistakes being made by interns with no special education training who were trying to do work in which they simply did not know the issues.

b) If your present job involves a "crossover" between your educational background and the job's requirements, how has the crossover fared? (e.g., if you are a general education doctorate now working in the administration of special education, has your lack of a special education academic background significantly hampered your effectiveness, or has this not been a problem?)

1973-74, 1974-75, and 1975-76 Intern Responses Combined

The crossover was difficult at first, since I was totally ignorant of the field of special education. However, I have learned slowly and painstakingly. It was worth the effort. I will be functioning

during the next year in a position that will enable me to further my knowledge of special education.

Not applicable—however, spending a year at a general education agency did hinder somewhat my chances of obtaining employment in special education due to my lack of special education contacts during the year.

My general administration training and my internship combine to bridge the necessary requirements for me to perform. I feel no significant deficit and those that I have identified have been taken care of through information from reference and/or knowledgeable people. (e.g., other NLIP interns in other agencies.)

My job primarily represents a crossover between general education and governmental relations. The internship provided that orientation through the arena of special education issues.

My background has been in developing new programs to solve problems in school systems (low achievement, delinquency, proverty problems, etc.) by integrating the solution of the problem area into the regular school system structure. What I have done in my present job is basically not very different from that.

In my opinion, in the cases where general education doctorates stay in special education after the internship, the concept of integration was not served, but only bastardized: The new "special educators" that result are not knowledgeable in the special education field and unfortunately are in positions to influence special education. I think such people stay in special education after the internship because this is where they now have contacts and as Maslow suggests, the need for security comes before self-actualization.

Administrators in each field tend to dichotomize the areas when in both fields they should look at education as <u>one</u> field.

Communication problems are still evident as well as a desire to know what one field can offer the

other. Through public law which forces information exchange, problems will diminish in the future.

I see no problems at all for it is obvious to me at least that the internship enhanced, rather than diminished, the integration concept. Because of the small number of interns, however, internships need to function in concert with other measures to strongly assure the desired integration.

Lack of intimate knowledge of special education would be a problem the longer one stays "crossed over" in special education. This makes it a necessity to learn all there is to learn of the field.

I do not believe I have been significantly hampered, but I don't know for sure.

Some of the responses for both questions above raised the problem of learning a new content area—the complementary field—during the cross-over internship. Interns were frequently asked about this during interviews. While most (both those trained in special educational administration and general educational administration) reported that their background was sufficiently generic and the work sufficiently non-technical to allow easy "cross-over," those with more narrow or technical backgrounds reported more difficulty. The opinion was voiced that a special education intern with neither university training nor prior experience in administration, such as a person who has primarily specialized in teaching the blind, will have difficulty with administrative internships in general education, especially those in highly technical areas like school finance. It is difficult, it was said, to learn basic administration and a new technical area simultaneously. It was also suggested that the person with the

highly technical or clinical background in special education will learn most effectively if he or she is enabled to concentrate on developing administrative competencies. This might be accomplished through a relatively non-technical placement in general education as in a coordinating body, or through a relatively administrative placement in special education. In-service academic training in administration during the internship year might also be helpful in such a situation.

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